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MANITOBA COMMITTEE ON WIFE ABUSE

PHASE I EVALUATION REPORT

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INTRODUCTION

This research project is the first of a proposed two-phase evaluation of the Manitoba Committee on Wife Abuse (MCWA). The committee opened its doors on January 3, 1983 with a mandate to provide a "broadly based response to the problem of wife abuse in Manitoba." Programatic areas identified were: "public and professional education, advocacy and crises response for the abused wife, family and child support and counselling and development of support mechanisms for abused women in rural areas" (Proposal of MCWA and Children's Home, 1982:3). The MCWA is a federal-provincial cost-shared program funded through the Canada Assistance Plan with start-up grants from the Secretary of State and the Solicitor General's Office. The main funding provided for eight staff: a director; a co-ordinator of education; a co-ordinator of volunteers; a rural co-ordinator; three follow-up workers and a secretary.

In the absence of any comparable organization and consequently any comparable research project it was understood that flexibility in developing a research design was critical. The necessity for flexibility was a determinant of the study in two ways. First, the preliminary phase of the evaluation emphasized familiarization with the breadth of committee activities and initiatives; an extensive rather than intensive inquiry. Secondly, the evaluation was conceived of as a developmental study calling upon the researcher to perform an ongoing research and consulting role to the committee staff and board. The evaluation goals of this project (Phase I), are to provide the necessary information and data to design the methodology for the subsequent, more intensive study in Phase II. The developmental goals of this project were to provide an analysis of committee policy, activities, structure and organization to date, with a preliminary assessment of their outcomes.

Another critical determinant of the conduct of this study was the significant growth and development in the committee which occurred concomitantly with the evaluation process. While these developments will be discussed in detail in the analysis of the structure and organization of the committee suffice it to say that community response to the potential of the committee was overwhelming in terms of volunteers, funders and subsequent staff. When the evaluation was being negotiated the committee

was composed of 20 active participants, eight staff and 12 board members. At the time of filing this report the committee has had an additional 11 staff hired on various term and/or part time appointments, a core of 30 active volunteers recruited and five student practicum placements, 66 individuals in all. The task of familiarization becomes a weighty one in dealing with an organization which has tripled in size in one year.

The report will consist of three sections in keeping with our specified target areas for the first phase evaluation. Within each section, we will briefly outline the methods employed, our findings and a preliminary assessment. A fourth section will consist of our proposal for the second phase of the evaluation.

SECTION I

THE COMMITTEE'S LIAISON WITH THE JUSTICE SYSTEM

The decision to concentrate specifically upon the Committee's liaison with the justice system was the result of the Attorney General's new directive on Wife Abuse which was issued in February 1983. Viewing the new directive as an important component in addressing the problem of wife abuse the committee was aware that without the necessary community support systems for coping with the dramatic increase in charged abusers the protective and/or preventative possibilities in the new directive could be lost. In order to avoid such a possibility the committee's liaison with the justice system received high priority. The committee's objectives were as follows:

1. To encourage police cooperation to insure that at the time of intervention the victim will be informed of the committee and other support systems.
2. To expedite the court procedure by negotiating for a separate court, set aside a day or half day a week to handle domestic violence cases.
3. To inform attorneys and judges of existing social services and resources in the community.
4. To work towards expanding services to facilitate the disposition of cases, specifically the development of a network of counselling services for domestic violence cases.
5. To encourage and facilitate the court's consideration of a therapeutic rather than punitive resolution where appropriate and to provide attorneys and judges with information concerning the effectiveness of a therapeutic intervention.

METHODOLOGY

In order to familiarize ourselves with the committee's initiatives and assess their impact both qualitative and quantitative evaluation methods were employed. The qualitative analysis was based upon two periods of court monitoring and open-ended interviewing with members of the police department, court personnel and abuser counselling services as well as a

meeting with the Attorney General. The list of interviews is presented at the end of this section (p. 22). The quantitative analysis was based upon three major sources of data; the 1983 Spouse Abuse Statistics, Winnipeg Police Department (see Appendix IA), a study of 373 wife abuse cases using police and court records and data collected from "car sheet calls" labeled "domestic" for one city district over a period of six months. We also had access to a limited amount of data from the RCMP quarterly reports on wife abuse charges.

COMMITTEE INITIATIVES

In pursuit of their first objectives of encouraging cooperation in the identification and referral of victims, the committee, in conjunction with the Manitoba Police Commission had 10,000 pamphlets printed for distribution by police on calls. These pamphlets listed legal and social service support agencies in rural and urban Manitoba and have been distributed to all police stations. Secondly, the committee has established a very good working relation with the Victim Service Program of the Winnipeg Police Department and receive regular referrals from their staff. To date, the committee's ability to follow-up these referrals is very limited by difficulty in locating the victim after the incidence and lack of sufficient advocacy staff. In response to this difficulty the Committee has cooperated with advocate volunteers from the Elizabeth Frye Society currently located in the Public Safety Building and have conducted training programs with them. Longer term plans include the launching of a major volunteer recruitment and training program for advocates who could work directly out of the Victim Services office.

The second major objective of the committee was to negotiate for a separate court to handle domestic violence cases. They succeeded in having a separate court for domestic assaults established in November of 1983. The court is located within the Provincial Judges Court (3F) and operates on the Monday and Tuesday of each week. Preliminary hearings still occur in court A of the Public Safety Building and although court 3F is designated to handle domestic assaults - such cases are occasionally diverted to other courts.

Courtroom 3F in the Provincial Judges Court was monitored in two time periods. First, November 28, 1983 to January 23, 1984 and secondly, April 12 to May 22, 1984. Within the first period there were 22 cases heard by six

judges and prosecuted by five different Crowns. In the second period, 18 cases were heard by four judges and a single Crown was appointed to handle prosecutions in court 3F. Impressionistic evidence from monitoring suggested that the attitude of the judges and the Crowns was a significant determinant of final disposition. This impression was further borne out by an analysis of judges' dispositions (see p.10). The suggestion that the assignment of a single Crown may also effect disposition is contained in the observation that the second period shows slightly fewer stays and dismissed for want of prosecution and slightly more probations and conditional discharges. However, because the sample size is so small it is difficult to determine whether the assignment of a single Crown has produced any significant change. A comparative analysis of 1983-1984 dispositions would be helpful.

A third objective of the Committee was to inform attorneys and judges of existing social services and resources in the community. To this end, the director of the Committee has requested the opportunity to speak at a Continuing Education Workshop for Judges but to date has not received a booking. The large number of judges and Crowns (in 1983) involved in such cases makes professional education difficult. The offices of the Provincial Court Judges and the Crown Attorney's Office were informed of a major conference sponsored by the committee on Intervening in Family Violence, in February of 1984. The Crown Attorney for court room 3F attended.

The importance of increased committee liaison with court personnel has been highlighted by a series of debates provoked by a recent newspaper article in which two judges and several lawyers complained about the new directive and suggested that taking wife abuse cases to criminal court seemed to be "inappropriate use of the Courts." The major source of court personnel frustration appears to be the victims unwillingness to testify. Some court personnel have been inclined to interpret such behaviour as an indication of lack of respect for the courts or an indication of the absence of serious abuse. To date there appears to be little recognition within the judiciary that 'victim denial' is an integral part of the wife abuse syndrome and even less indication of attempts to constructively deal with this complex aspect of the syndrome. However, the recent debate has provoked some constructive inquiry from court personnel to the committee and the possibilities of future dialogue looks good.

The committee's fourth and fifth objectives, to assist in expanding counselling services for domestic violence cases and to encourage the court's consideration of therapeutic referrals, speak directly to the above debate. Results in this area have been mixed. Two major conferences have been sponsored by the Committee and Klinic on "Intervening in Family Violence," in February and June of 1984. These conferences attracted hundreds of professionals and undoubtedly assisted in sensitizing the participants to the issue of wife abuse, as well as informing them of existing abuser counselling programs in the city. However, the attendance by court personnel was limited. While the ground work for networking among counsellors and between counsellors and the judiciary has been laid there is much work that remains to be done. The lack of court referrals to abuser counselling programs suggests that they are for the most part still unaware or uninformed about the programs and their operation.

In February 1984, the committee reassigned one of the follow-up staff, working out of Osborne House Shelter to attend court 3F and serve as a court advocate. In her new capacity, she works quite closely with the Crown Attorney for court 3F and with Constable Bernie Dionne of the Victim Service Program. While one staff member is clearly not adequate it is an important beginning and will provide the ground work for future volunteer advocates as they complete their training.

Finally, the director of the Committee had a number of meetings with Chief Provincial Court Judge Gyles, the Director of Criminal Prosecutions, John Guy and with the Attorney General to discuss the aims of the committee and their concerns about the judicial processing of wife abuse cases. A report on the judicial processing of wife abuse cases in Winnipeg in 1983 was submitted to the above individuals in the hope that it would clarify some of the issues concerning judicial intervention currently being debated. The following discussion is the report as submitted and is a summary of the most salient statistics in the quantitative analysis of this segment of the evaluation.

THE NEW DIRECTIVE AND THE JUDICIAL PROCESSING OF WIFE ABUSE CASES IN MANITOBA

This document is based upon a study of reported and charged wife abuse cases in Manitoba in 1983. There were four major sources of data used for this report. They were the 1983 Spouse Abuse Statistics, Winnipeg Police Department (see Appendix IA), a study of 373 wife abuse cases using police reports and court records, data collected from "car sheet calls" labeled "domestic" for one district over a period of six months, and RCMP quarterly reports.

THE PROBLEM OF ATTRITION

In light of the new directive, some dispute has occurred about attrition/prosecution rates in wife abuse cases in Manitoba. In order to shed some light on this debate, we will look at the attrition and prosecution rates in wife abuse cases in this province and compare them to studies that have been done on assault cases in Canada.

The major points of attrition or case loss are:

1. Victim/witness discretion - decision/ability to report or not;
2. Police discretion - decision/ability to clear reported case by charge;
3. Crown Attorney discretion - decision/ability to proceed to court; and
4. Court decision - conviction/guilty plea vs. dismissal or acquittal.

While case loss occurs at all four points in the process, criminal statistics cannot give any indication of the attrition rate at the first point. However, victimization surveys do provide us with some measure. The preliminary findings of the Canadian Urban Victimization Survey indicate that 66 percent of assault cases are not reported. For comparison, a series of questions on wife abuse were included in the 1984 Winnipeg Area Study (WAS). The WAS questions differed from the Victimization Survey because they were based on personal knowledge of abuse rather than personal experience of abuse. Of the respondents who reported personally knowing of an abused woman and of the reporting behaviour in that case, 60 percent stated they were not reported.*

*The higher rate of reported cases in the WAS may well be a reflection of the "second hand" nature of the information. Respondents were reporting on cases they knew about, and the likelihood of knowing about a case would increase with reporting to the police.

The second step in the legal process in which case loss occurs is at the police level. Police must decide which of the reported cases will result in the laying of charges. The new directive requires that decisions to charge now be based solely on evidence rather than victims' requests. The third step in which attrition occurs is at the Crown Attorney's level. The Crown determines which cases will proceed to court. Forty-one percent of all wife abuse charges in Winnipeg disposed of in 1983 were stayed by the Crown.

The fourth point at which case loss occurs is in the courts. Some of those cases brought to court result in conviction/guilty pleas. While other cases are dismissed or result in acquittals. It is at this level that debate has occurred concerning the new directive and its impact upon the courts. It has been suggested that the high attrition rate in wife abuse cases is evidence that the current directive on charging is leading to an "inappropriate use" of the courts.

To determine just how high the charge-to-conviction attrition rate is in the case of wife abuse relative to other crimes, we have compared the Winnipeg data with a study of attrition in assault cases in Ontario (Connidis: 1979, Canadian Journal of Criminology). Connidis' study of all assault charges in Ontario for one year revealed a charge-to-conviction attrition rate of 47 percent (charge loss). The Winnipeg Data (Table 1) indicate that the charge-to-conviction attrition rate was 58 percent (charge loss) or 53 percent (case loss). The above figures include loss at both the prosecutorial level and in the courts. The only data available for court attrition in the Ontario study was for all indictable offenses, and revealed an attrition rate of 25 percent (case loss). The Winnipeg court room attrition rate in wife abuse cases was 17 percent charge loss and 20 percent case loss.

TABLE 1

Wife Abuse Charge Attrition Rate in All Completed Cases in Winnipeg 1983

Level		Number	Percent
	Charges Disposed 1983	693	100
Prosecutorial	Stayed	281	41
Court	Dismissed	104	15
	Acquitted	18	2
	Total Charge Loss	403	58%

Because individuals frequently have more than one charge, and a number of charges can be dismissed or stayed without the case being lost, an analysis of case attrition is useful (Table 2).

TABLE 2

Wife Abuse Case Attrition Rate in a Sample of 373 Completed Cases in Winnipeg, 1983

Level		Number	Percent
	Cases Disposed 1983	373	100
Prosecutorial	Stayed	124	33
Court	Dismissed	71	19
	Acquitted	4	1
	Total Case Loss	199	53%

The charge-to-attrition rate for wife abuse cases in Winnipeg is 6 percent to 11 percent higher than the attrition rate for all assault cases in the Ontario study. This difference is remarkably small, considering that the impact of the new directive has resulted in a massive increase in wife abuse cases coming to court. In conclusion, the guilty plea/conviction rate in wife abuse cases in Winnipeg is 42 percent by charge and 47 percent by case - about 10 percent lower than the guilty plea/conviction rate in Connidis' study. It is difficult to argue that a 10 percent difference in conviction rates is sufficient evidence of inappropriate use of the courts, particularly in light of other studies which indicate that the conviction rate in assault cases is higher than other crime categories - for example, property offenses.

Analysis of our sample of 373 completed cases suggests that the most significant determinant of attrition at the court level is the judge hearing the case.* While the overall court attrition rate appears to be less than 25 percent (see Tables 1 and 2 above), the attrition rate by judge varies dramatically. Twenty-eight judges were involved in the 373 cases, with 14 hearing 10 or more cases. The following table is an analysis of the attrition rate of those judges, measured by the ratio of acquittals and dismissals to conviction/guilty pleas.

*This finding is consistent with the results of a Canadian study on sentencing which revealed that judges were the most significant determinant of sentencing. (J. Hogarth, Sentencing as a Human Process 1971, University of Toronto Press.)

TABLE 3

Attrition Rate of Fourteen Judges who Heard Ten or More Wife Abuse Cases by Charge

	Aggravated Assault and ACBH		Assault	
	Number	Percent	Number	Percent
High (over 50%)	1	7	1	7
Moderate* (26%-40%)	5	36	4	29
Low (25% or less)	8	57	9	64

*The moderate category is significantly higher than the overall court attrition rate of less than 25 percent.

The judges within the high, moderate, and low attrition categories are quite consistent, and the pattern is maintained across other charge categories as well. It appears that some judges are predisposed to high acquittal and dismissal rates, and others are not.

While there are many legal and attitudinal reasons for attrition, an additional reason may be lack of information concerning sentencing resources, especially counselling. Our data indicate that court-referred or mandated counselling was rare: only 35 cases or 20 percent of those not lost through attrition were referred to counselling as a requirement in the final disposition. More telling perhaps is that not one of these referrals was to abuser counselling programs currently operating in Winnipeg. The majority of referrals were to Alcoholics Anonymous, and while we do not dispute the importance of such referrals, the police reports indicate that 61 percent of the cases were not alcohol related.

THE APPROPRIATENESS OF JUDICIAL INTERVENTION

In assessing the appropriateness of judicial intervention in wife abuse, a number of questions arise:

1. Are police charging indiscriminately as a result of the new directive?
2. Are the offenses really serious?
3. Are the accused really harmful?
4. Are the consequences serious?

In answer to the first question, a study was conducted by the Victim Services Program of the Winnipeg Police Department. Data was collected from "car sheet calls" labeled domestic for one district over a period of six months.

SECTION II APPENDIX

The study shows the ratio of charges laid to the number of domestic calls police attend, and indicates the amount of time spent on each call.

TABLE 4

Charge Rate for Domestic Calls in District 3 for the First Half of 1983

Month	Number of Domestic Calls	Arrests	
		Number	Percent
January	220	15	7
February	127	8	6
March	188	24	13
April	148	18	12
May	155	12	8
June	174	18	10
Total	1,012	95	9%

A 9 percent arrest rate suggests that the police are not charging indiscriminately. Furthermore, the record of time spent per case, an average of 47 minutes on calls without arrest and an average 193 minutes on arrest calls, indicates that a considerable amount of time is spent in handling cases and screening out those cases cleared by charge. In conclusion, this study suggests that domestic cases are not being indiscriminately dumped into the courts.

In addressing the second question concerning seriousness of offenses, the 1983 police statistics are helpful (see Appendix IA). The charge data indicate that 81 percent of the charges laid fell within four categories: aggravated assault; assault; assault causing bodily harm; and possession of a dangerous weapon, the former being three potentially indictable offenses (at the discretion of the Crown) and the latter an indictable offense. Our sample study of 373 completed cases reveals that 65 percent of the accused had prior records. In determining the type of prior record the police reports were less complete, recording "type" in only 101 cases. However, on the basis of the limited information available, we found that 45 percent had a prior record for domestic assault, and 20 percent for general assault.

Another measure of the seriousness of the offense is the seriousness of the consequences. A short-run measure of this would be the number of victims requiring medical care as a result of the incident. Our sample study revealed that 36 percent of the victims were taken to the hospital by the police. It is

important to note that this is a conservative measure, because if the police advised medical care and the victim refused, or if the victim went for medical care on her own initiative, this would not be recorded in the police reports. A further, less orthodox, but no less significant measure of consequences is the number of children directly or indirectly involved in such incidents. Sixty percent of the cases occurred in relationships with dependent children. Although there is still much to be learned about domestic violence, there is concensus among the experts and within the research literature that the pattern of violence repeats itself generationally. Thus, every cycle of violence that can be broken through intervention reaps an even greater reward in the subsequent generation. A recent study conducted by the United States National Police Foundation indicates that charging plays an important role in breaking the cycle of violence. The study of 314 domestic assault cases in Minneapolis found that of the three forms of intervention utilized (arrest, separation, and advise*) the arrest intervention had the lowest recidivism rate (American Sociological Review 1984, Volume 49).

RCMP STATISTICS

The RCMP quarterly reports on wife abuse charges provide us with some information about the impact of the new directive in areas outside of Winnipeg. Manitoba's population is roughly divided in half, with 50 percent residing in Winnipeg and 50 percent in other parts of the province. This provides a similar population base for comparison of Winnipeg Police reports and RCMP reports. In 1983, the Winnipeg Police laid 824 charges, while the RCMP laid 563. The RCMP received 751 calls, and appear to have a higher charge-to-call ratio than the Winnipeg police. Accurate determination of this rate is difficult because the RCMP statistics record number of individuals involved rather than number of individuals charged. However, as a result of conversations with Chief Superintendent Mullock, Officer in Charge, Criminal Investigation Branch, and Constable Hollis, the officer in charge of detachment reports, I have been able to devise a formula for estimating the number of individuals charged.** Based on these estimates,

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*Advise refers to the process of verbal mediation discouraging the behaviour through talking about abuse and its legal implications, and making referrals.

**I was informed by the above officers that in the overwhelming majority of cases, the number of individuals involved in a given incident is two: the victim and the assailant; there are a small percentage of cases in which a third party is involved. Thus, the number of individuals charged is estimated at one half the number of individuals involved plus a built-in correction factor of 10 percent to account for the occasional case in which a third party would be involved. The formula is therefore:

$N - 10\%(N) \div 2$ (with N being number of individuals involved)

we have calculated the approximate charge-to-call ratio reported by the RCMP for 1983 (Table 5).

TABLE 5

Charge-to-Call Ratio in Wife Abuse Cases Reported by the RCMP for 1983

	Number of Calls	Estimated Number of Individuals Charged	Estimated Charge-to-Call Ratio
First Quarter	182	104	57%
Second Quarter	170	132	78%
Third Quarter	232	146	63%
Fourth Quarter	167	125	75%
Year End Total	751	507	68%

The RCMP statistics also seem to indicate a higher conviction rate than the Winnipeg data, but again we cannot calculate this accurately because of ambiguities in the data. The quarterly reports do state the number of new cases each period, but in reporting dispositions they do not identify the charged population size which includes carry-over cases from previous quarters.* Knowing only the number of convictions per quarter and not the size of the accumulating charged population, we cannot calculate the charge-to-conviction rate for 1983. However, the first quarterly report does provide us with a discrete population. In the first quarter, 118 charges were laid, 63 of those were disposed of within that quarter, and 49 resulted in convictions, producing a 78 percent charge-to-conviction rate. While this is a remarkably high conviction rate relative to Winnipeg, the inability to determine subsequent quarter conviction rates does not permit us to determine whether this is a consistent pattern or an unusual event.

The comparison between the Winnipeg statistics and the RCMP statistics is not ideal because of the necessity of using estimates with the RCMP data. Bearing that limitation in mind, however, some clear differences emerge. The Winnipeg charge-to-call ratio is 9 percent (Table 4) while the RCMP charge-to-call ratio is conservatively estimated at 68% (Table 5). The Winnipeg charge-to-conviction

*This problem has been rectified for the compilation of 1984 statistics.

rate is 42 percent; the RCMP data reveal a charge-to-conviction rate of 78 percent (for one quarter). When comparing these statistics we must keep in mind that the Winnipeg police receive a much higher number of calls than do the RCMP, the call data for District 3 for six months (1,012) being much greater than the total number of calls (751) received by the RCMP in the whole year for all detachments. If we were to assume that the 9 percent charge rate in District 3 is roughly representative of other districts, we can estimate that the Winnipeg police received approximately 6,300 calls in 1983 compared to the 751 RCMP calls. Given roughly similar population bases, the Winnipeg police have charged 629 individuals in 1983, the RCMP an estimated 507 individuals.

While the differences between the Winnipeg data and the RCMP data are striking, we do not, at this point, have sufficient evidence to explain these differences. The following possibilities should, however, be explored in future research. First, we must consider that some or all of the differences could be explained as an artifact of different data collection and recording procedures. We do know that the call data in Winnipeg are based on all calls labeled "domestic" while the RCMP only submits data on wife abuse cases. Further differences which we are not aware of at this point might also exist. Secondly, it is possible that the differences may be attributable, in part, to different call patterns in rural and urban areas. The proximity of urban households increases the likelihood of a third party (neighbour) calling if they overhear a noisy confrontation which may or may not involve an actual assault. This is much less likely to happen in a rural area. It is also possible that rural individuals, less accustomed to police presence and intervention, may only call under desperate circumstances, increasing the likelihood of calls resulting in charges. If such a tendency does exist, it may also explain the higher conviction rate. Finally, it is possible that the Winnipeg police and judiciary interpret and enforce the directive differently than the RCMP or the rural judiciary. However, until the above possibilities are explored, the differences cited cannot be explained.

SUMMARY

The data compiled from the first year of enforcement of the new directive indicate that wife abuse is as serious a crime as are other crimes against persons, and that the attrition rate in the judicial processing of these cases does not differ substantially from other assault cases. Therefore, the new directive does not appear to be creating any legal or judicial anomaly leading to "inappropriate use" of the courts.

What the new directive has done is bring many more cases of wife abuse to the attention of the courts. While wife abuse is a violent crime like other assault offenses requiring legal intervention, it is also different in a number of important ways: First, the assaults usually occur behind closed doors with the victim being the only witness available to testify. Secondly, the victim is involved in an intimate relationship with the assailant, and is usually economically dependent upon her assailant. These characteristics, in combination with other social pressures, reduce the likelihood of testimony by the victim relative to other assault cases. Thirdly, in the short-run at least, the victim and the accused usually reconcile, substantially increasing the likelihood of re-occurrence of the crime relative to other assault cases. Finally, if such reconciliation results in a perpetuation of the cycle of violence, large numbers of children will be exposed to one of the most effective training grounds for violence known in our society. These critical differences undeniably create special problems in the judicial processing of wife abuse cases. Their consequences, however, should suggest an increased commitment to legal intervention, combined with a pursuit of more constructive and comprehensive forms of intervention. At the prosecutorial and judicial level, this could mean an exploration of the effects of greater use of counselling referrals and dispositions in conjunction with, rather than in lieu of, judicial procedure.

POLICE AND COURT STATISTICS: ADDITIONAL ANALYSIS

In addition to our analysis of judicial processing the data collected from the 373 sample cases provides some sense of who the subjects of legal intervention are. The data indicate that low income, low education households are more likely to experience police intervention. This pattern of domestic violence cases coming to police attention in Winnipeg has been identified in other studies. A comparison of suspect characteristics in the Winnipeg study with the Minneapolis study reveals a number of similarities.

TABLE 6

Suspect Characteristics: A Comparison of Winnipeg and Minneapolis Studies

	Winnipeg	Minneapolis
A Mean Age	34	32
B Education		
<high school	69%	42%
high school only	25%	36%
>high school	5%	22%
C Unemployment	48%	60%
D Relationship of Suspect to Victim		
Husband	64%	35%
Boyfriend/single male lover	19%	45%
Divorced or separated husband	11%	3%
Wife or girlfriend	4%	2%
Other	1%	15%
E Dependents	60%	
F Prior Record*		
Any prior record	65%	59%
Crime against persons	-	31%
Domestic violence	-	5%
N	373	205

*Of the 244 accused with prior records, types of prior record was recorded for only 101 of these cases domestic violence accounted for 45 percent of priors.

The above profile should not be interpreted as a profile of the "typical" abuser. It is a truism in the criminological literature that low socioeconomic individuals are overrepresented in crime statistics. We only know that such individuals are more likely to experience legal intervention. There is no conclusive evidence that they are more likely to commit crimes. The Winnipeg Area Study questions on wife abuse indicated NO correlation between socio-economic status and personal knowledge of wife abuse.

SUMMARY

The committee's liaison work with the police and judiciary has been consistent and for the most part effective. There is considerable evidence of the committee having established good working relations with the Winnipeg Police Department. Committee staff are currently involved with training at the police academy participating in the one half day of lectures and discussions on the issue of wife abuse.* Another indication of cooperative relations is seen in the assistance received from the Police Commission which financed and distributed the pamphlet on wife abuse drawn up by the committee. The ongoing referral relation established with the Victim Services Program has also greatly enhanced the committee's operation. Finally, they have a good relation with the RCMP administration working in Winnipeg and receive from them the quarterly reports on wife abuse.

The liaison work with the judiciary is somewhat mixed in process and accomplishments. A clear success was the establishment of a separate court for hearing wife abuse cases and the assignment of a single Crown to prosecute the cases. The single court served to forestall the problem of a lengthy waiting period for hearing wife abuse cases. A problem which the committee saw as putting the victim at great risk. The single Crown holds out the possibility of having a prosecutor who will develop a sensitivity and an expertise in handling such cases and the complexities they entail.

The committee's attempts to involve court personnel, Crowns, defence lawyers and judges in conferences and other professional development programs has been less successful. This appears to be more a function of the

*In light of the amount of time spent on domestic cases by the police it would seem that new recruits would greatly benefit from a more detailed training in this area.

inaccessibility of such personnel rather than a lack of effort on the part of the committee staff. However, the recent debate in the press over the new directive has generated more interest from the judges and a number of informal information sharing meetings have occurred. Much more work needs to be done in this area. Finally, the committee has not yet begun a program for facilitating networking among abuser counsellors or between the counsellors and the judges. This is another area of important development given the court personnel's apparent lack of information about abuser counselling programs. While there undoubtedly is still much work to be done the accomplishments of the committee in working with police and the judiciary are truly impressive considering that they have been in operation only one year.

SECTION I APPENDIX

APPENDIX IA

1983 SPOUSE ABUSE STATS 1983* — Winnipeg Police Department

TOTAL NUMBER OF MEN CHARGED: 607
TOTAL NUMBER OF WOMEN CHARGED: 22
TOTAL: 629

TOTAL NUMBER OF PERSONS DETAINED: 500
TOTAL NUMBER RELEASED ON APPEARANCE NOTICE: 129

*Stats documented on 84/04/02

MONTHLY BREAKDOWN

January	No Record	April	47	July	48	October	66
February	31	May	63	August	68	November	62
March	59	June	59	September	51	December	75

CASES PER DISTRICT

District 1: 179 District 2: 33 District 3: 212
District 4: 92 District 5: 49 District 6: 64

BREAKDOWN OF CHARGES AND DISPOSITIONS (Note: One person may be charged with more than one offence.)

	ACBH	ASSAULT	PWOPP	AGGRAV. ASSAULT	ASSAULT WEAPON	MISCHIEF WIL/DAM.	UTTER THREATS	BREACH CT. ORDER	B&E W/ INTENT	ASSAULT P.O.	POINT F/ARM	SEXUAL ASSAULT	OTHER	TOTAL
NO. OF CHARGES	262	256	107	40	35	31	27	23	14	7	3	4	15	824
STAYED	89	81	48	9	13	14	7	4	9	1	-	3	4	281
DISMISSED	39	17	11	6	5	3	1	-	2	-	-	-	-	104
ACQUITTAL	7	5	3	1	-	-	-	2	-	-	-	-	-	18
PAID FINE	36	23	2	-	-	1	1	-	1	4	-	1	2	71
SUSP. SENTENCE	21	20	4	2	2	3	2	6	1	-	-	-	-	61
PROBATION	16	11	1	1	1	4	-	1	-	-	-	-	-	35
COND. DISCHARGE	11	43	3	1	2	6	2	4	1	1	-	-	-	73
INCARCERATION	12	4	2	2	2	-	-	-	-	-	2	-	-	25
ABSOLUTE DISC.	5	14	-	2	-	-	-	1	-	-	-	-	-	22
PEACE BOND	-	1	-	2	-	-	-	-	-	-	-	-	-	3
CASES NOT DISPOSED	26	17	33	15	10	0	14	5	0	1	1	0	9	131
CONVICTION/ GUILTY PLEA	43%	49%	16%	40%	28%	45%	38%	67%	21%	83%	100%	25%	33%	

APPENDIX IB

RCMP QUARTERLY REPORTS

	First Quarter	Second Quarter	Third Quarter	Fourth Quarter
Total Number of Calls Received	182	170	232	167
Total Number of Charges Laid	118	135	182	128
Total Number of Charges Stayed	10	6	21	13
Total Number of Charges Dismissed	1	2	9	4
Total Number of Convictions	49	38	77	51
Total Number of Charges Still Before the Courts	55	93	93	113
Actual Number of Individuals Involved	231	294	323	276
Repeat Calls to Same Residence	19	11	16	14
Reasons for Charges Not Laid, Stayed, or Dismissed:				
a. Not Sufficient Evidence to Lay Charge	24	16	32	23
b. Crown Attorney Instructed Counselling	2	3	0	0
c. Wife Refused to Testify	25	5	22	11
d. Assaults Occurred Prior to Present Instructions Being Received	3	-	-	-
e. Stayed by Crown - Reason Unknown	-	-	5	9

APPENDIX IC

INTERVIEWS

Police Department	- Extensive interviewing with Constable Bernie Dionne of the Victim Services Program
Court Personnel	- Linda Giesbrecht, Crown Attorney, Central Plains, Provincial Region - Christine Kopynsky, Crown Attorney, Winnipeg, Court 3F - Jean Boyes, Family Conciliation Service, Law Courts Building - Ruth Gammelsetter, Court Advocate (Committee Staff)
Counselling Services	- John Brierre, Clinical Director, Klinic - Stephen Moscovitch, Counsellor, Family Services

SECTION II

RURAL PROGRAM

INTRODUCTION

As a preamble to the assessment of the committee's program in both the rural and urban areas we would like to discuss the concept of the committee's mandate as stated in the proposal. The proposal upon which the committee was instituted and the funding was granted layout general guidelines for programatic development but was not specific about details of these programs nor priorities in the committee's comprehensive mandate. The broad non-specific guidelines had the virtue of allowing the committee to grow and develop in response to needs of women in the province as they were identified. The avoidance of rigid programatic statements permitted a flexibility necessary in a new agency for which there were no precursors and no history of models that succeeded or failed. However, the lack of specificity in the committee's mandate left it open to divergent and often contradictory expectations upon the part of the constituents and members as to whom the committee should be serving and how. Much of the growing pains and struggles of the committee's first year has been coming to grips with these divergent expectations and developing a structural framework for constructively resolving differences and solidifying its mandate. One of the areas in which the differences in expectations and the struggle for definition of mandate has been most dramatic has been in the rural program.

Our discussion of the rural program will precede by first, outlining the evaluation methodology, secondly, outlining the rural workers programs and accomplishments and finally, a discussion of the struggle of the rural constituents to move the committee to reconsider and redefine its rural program to better meet the needs of women in the areas outside of Winnipeg.

METHODOLOGY

Three different data gathering procedures were utilized in this section of the evaluation. First, lengthy open-ended interviews were conducted with committee staff who were involved in the rural program. Although only one full time staff member, the rural co-ordinator, was officially assigned that

task the magnitude of the task made it clear that other staff were needed to assist in this part of the program. Thus, three additional staff hired on a variety of short-term contracts were directly involved in rural work and and were interviewed (see Appendix IIA). In addition, the native liaison worker has also devoted some of her time to rural development workshops and educationals on reserves and in communities with a large native population. Secondly, data was collected from these workers' monthly progress reports indicating the communities visited, the services offered on these visits and the development of safe houses in the outlying areas.

Finally, the researcher traveled to a number of cities, towns and rural communities to conduct open-ended interviewing with the individuals involved with wife abuse programs in those areas and attended a number of meetings of rural workers as an observer. In November of 1983 trips were made to Flin Flon, Thompson and The Pas. Informal interviews were possible with staff and board members in all three communities and a tour of the crises facilities in each community was conducted. The evaluator was also invited and attended the founding meeting of the Northern Crises Center Co-ordinating Committee. In April and May of 1984, similar trips were made to Portage la Prairie, Brandon, Altona and Dauphin. The evaluator was invited and attended a meeting of the committee with rural and crises center representatives from all over the province in Dauphin, May 26, 1984.

RURAL DEVELOPMENT WORK

This part of the report is based largely on staff interviews and analysis of data from the staff's monthly reports. The co-ordinator of the rural program reports that as of May 1, 1984 rural workers have personnally visited 57 communities throughout the province (for a list of the communities see Appendix IIB). Twelve of the communities were native and the native liaison worker attended meetings in six of those communities as well as running a workshop for the Dakota Ojibway Tribal Council in Brandon. In addition to the communities directly visited (many of which involved frequent return calls), the rural workers have also been in touch by phone or letter with an additional dozen communities. Most of the intensive work has gone into communities without established services for abused women with the goal of assisting in the development of committees to provide such services. The

rural workers will also provide, upon request, guidelines for the recruitment and screening of safe homes. As of March 7, 1984, the rural co-ordinator reports eight safe homes in the identification stage, 24 in the screening process and 22 operative throughout the province (for a list of safe homes see Appendix IIC).

The following excerpt from the rural workers report summarizes the basic philosophy and thrust of their work.

"The task of the rural workers has mainly involved development work in the communities where no visible organized supports had existed specifically for battered women.

They attempt to make contacts with groups and/or individuals in any given community. The development plan proceeds on an ad hoc basis, depending on community response, request calls to the Manitoba Committee on Wife Abuse office, and identified needs of victims without adequate support.

We generally begin by providing basic information on battering and broader issues of violence against women, through presentations, films, discussion, and workshops. We encourage those involved to consider what they might be able to do, in their own community, to assist women who are battered.

A number of community committees have established themselves. It is important to recognize that the role of the Manitoba Committee on Wife Abuse in these developments has been one of resource provision and facilitation; for example, we have been invited to present training workshops for support workers in several communities. Each committee is responsible for, and to be credited with, its own developments.

With regard to safe-homes, we have found that this type of crisis sheltering works best when the safe-homes are recruited by, and directly connected with, local crisis centres or groups as opposed to isolated and scattered homes. In this way, there is an integration of the creation of emergency accommodations, and the use of them. It must be recognized, as well, that safe-homes are not an appropriate form of emergency refuge in some communities, and areas. It is crucial that each local group determine the most appropriate response to the needs of local women."

Consistent with the program envisioned in the proposal, the focus of the rural workers has been upon communities in which no specific services for wife abuse victims were in existence. The areas of greatest development

have been in the southern and western sections of the province. The north and the east have received less attention to date. The limited attendance to the needs of the north have been a function of two factors, in addition to the usual problem of limitations of staff and budget. First, there was a lack of native staff with knowledge of northern reserves to work in that area. In response to this problem the committee has attained funding from the National Native Alcohol and Drug Abuse program (NNADAP) to hire a northern native worker. Secondly, a series of tensions developed between some northern communities and the committee which made work in the northern area difficult. A discussion of these tensions and the process of negotiation concerning them is presented in the following section on rural concerns. In the east, requests for committee assistance have been slower in coming, initiating contacts are being made and the next year promises greater development in this area. The limited number of staff working in the rural area has meant that not all parts of the province could be reached within the first year.

In their emphasis upon developmental work, the rural staff seems to have succeeded admirably in the first year. While the data on communities visited and safe homes established provide good evidence of their work, additional evidence is found in the appreciation and support for the committee from the communities in which the MCWA played an initiating or developmental role. However, not all communities outside of Winnipeg are in need of developmental work. A significant number of communities throughout the province had crises shelters or services for abused women at the time of the committee's inception and have felt that their needs have been neglected by the committee which has a provincial mandate. The following discussion will look at those needs and concerns expressed by northern and rural centers and the committee's attempt to respond.

RURAL CONCERNS*

While the Committee has achieved remarkable progress in its rural development program it has come to its attention that its singular focus upon communities without specific wife abuse services has resulted in a

*The term "rural" includes crises centers located in small towns and cities in Manitoba that by virtue of their decentralized location frequently service rural women and have developed an expertise in this area.

number of serious problems. First, it ignores those communities with established crises centers which have much to offer the committee in terms of rural and northern experience and have much to gain from a provincial organization. Secondly, it ignores the extent to which many of the communities without specific services have used the services and expertise of centers and staff in communities outside of Winnipeg.

Although such centers provide a critical service to and represent the needs of a large number of women in the province they argue that neither were they assisted nor consulted by the committee in the planning or early operation of the rural program. They cite as the most obvious evidence of this problem, the fact that only one northerner and one "formerly" rural person sat on the board in 1983.

The resulting tensions between the Committee and rural crises workers served to articulate two fundamental tensions contained within the committee's mandate. The first is the combined rural and urban focus, the second is the dual commitment to service delivery and a coordinating/networking function. While neither of these dual mandate issues are inherently incompatible, the limitations of staff and budget contained the potential of servicing one set of interests at the expense of another.

To be fair to the Committee, it must be pointed out that it is not at all clear how the co-ordinating role of the committee was originally conceptualized. This ambiguity is reflected in divergent views among the staff, board members and other interested parties concerning the priorization of the committee's co-ordinating role. In the light of this ambiguity, the lack of consultation with and representation from the crises centers outside of Winnipeg increased the level of suspicion and misunderstanding.

THE ISSUES

The lack of rural representatives on the board of an organization with a provincial mandate was seen as a serious problem. The rural critics felt that many of the problems and misunderstandings occurring between the committee and communities with crises centers were a result of their lack of input in the early planning and organizational period of the committee.

The committee has received much publicity about its organization and its provincial mandate. It has frequently been portrayed as if it were the only organization for abused women in the province. The committee's lack of focus upon communities with established centers did not help in clarifying that many services existed outside of Winnipeg which predated the committee. While this might be seen to be merely an oversight in professional protocol the critics felt that the consequences of this "oversight" were very serious. Most upsetting was the growing sense that the committee's operation was jeopardizing their funding. Unfortunately a number of provincial politicians and civil servants adopted a "we gave at the office" response to requests from outlying centers for funding. Such responses suggested that the provincial funding of the committee would be cited as the reason to provide no other funding to wife abuse programs. While the committee cannot be held responsible for the statements of government representatives one can understand how in the light of such statements an organization without sufficient representatives from one's own interest group could be viewed as a real or potential competitor for scarce resources. This competitive sentiment did prevail and was, at least in part, a consequence of the committee's failure to develop a clear strategy/policy of support for rural crises centers and communicate this to them.

The committee's lack of clear program for relating to rural crises centers was also perceived to hamper the operation of some of those centers due to lack of consultation. A frequently cited example was the committee's publicization of its toll free crises line number in rural newspapers. Advertisements were placed listing only the toll free number to Winnipeg with no acknowledgement of existing crises line operations in regions with a local crises center. The resulting confusion about the continued operation of the local line was not appreciated by the local crises center. These and many other problems identified by the rural critics were seen to be the result of the committee's singular focus upon communities without services and the consequent neglect of those with services.

Finally, the lack of clarity concerning the committee's mandate was identified as a serious problem with serious implications for crises centers in the outlying area. They were concerned that provincial funding of the Manitoba committee would be disproportionately funneled into programs in the

city of Winnipeg unless there was a clear policy for balancing the service component and the co-ordinating component of the committee's mandate.

THE PROCESS

As the tensions between the organized communities and the committee became increasingly identified attempts were made by both parties to sit down and negotiate. A meeting was held March 31, 1984 in Winnipeg with representatives from Portage la Prairie, Thompson, Flin Flon, The Pas, Cross Lake, Dauphin, Churchill and Brandon, committee staff and board members, representatives from the Winnipeg crises center and Children's Home. The meeting served the purpose of presenting first hand the grievances of the representatives from the outlying crises centers and their conception of how the committee could operate to best reflect their interests in conjunction with the other constituencies of the committee. It was agreed at this meeting that a similar meeting be convened in Dauphin in May of 1984 to have the committee present its response.

At the May 26 meeting in Dauphin, the Chair of the board of the committee responded to the concerns of the representatives raised at the March meeting. After much discussion and debate the rural representatives affirmed a desire for co-operative affiliation with the committee on the condition of representation by population on the board. This would amount to seven seats out of 15 with a representative from each of the seven regional districts in the province.

THE OUTCOME

At the annual general meeting in June the members at large, upon recommendations of the board unanimously elected to the board all seven nominees submitted by the rural regional districts.

SUMMARY

The committee's development program in rural areas without existing services has been most successful in assisting in the initiation of local committees on wife abuse and the establishment of safe houses. The rural workers have done much to expand the services available to rural women and should be commended for it. We have identified some weaknesses in the

rural program as originally conceptualized. The failure of the committee to develop a clear strategy for peer liaison with established crises centers and provide budget and personnel to meet their specific needs has been addressed.

We have presented a rather lengthy review of the process in which the committee was engaged in addressing some of the rural-urban tensions because the process illustrates quite clearly a number of critical points. First, the whole exercise indicates the absolute necessity of adequate rural representation on the board of an organization which is urban based but provincial in mandate. Secondly, the process also speaks to the high caliber and profound commitment of the individuals involved in the struggle that the issue of service for abused women predominated over all particularistic interests and a history of rural-urban tension that seems endemic to the province. Finally, while it is clear that this is just the beginning and not the end of balancing rural-urban concerns the short-term resolution wrought from the most difficult if not hostile circumstances speaks well of the possibilities for long term resolution under the more sanguine conditions of equal representation and membership on the board.

The identification of such problems and detailed discussion of them is not intended as a negative assessment of the committee's rural program. What they set out to do they did well. The fact that they did not anticipate or respond well to all rural needs within the first year of operation is understandable given the limitations of budget and staff. More importantly, the committee's responsiveness to the concerns and the steps taken to begin to rectify the problems attests to the presence and importance of flexibility in the organization in its founding year.

APPENDIX IIA

LIST OF INTERVIEWS OF MCWA STAFF WORKING IN THE RURAL AREA 1983

Position	Individual	Funding	Term of Position
Rural Co-ordinator	Kim Bager	Permanent	Permanent
Native Liaison	Arlene Beaumont	Core Area	January 1983 - October 31, 1984
Rural Advocate	Bernice Sutherland	Canada Works	February 1983 - October 19, 1984
Rural Victim - Assistance Worker	Carol Anne Wood	Ministry of Justice	January 1983 - April 1984
Part-time Rural Worker	Joey Brazeau	Sick Leave Replacement for follow-up worker	July 1983 - January 1984

APPENDIX IIB

LIST OF COMMUNITIES VISITED BY COMMITTEE STAFF

Amaranth	Gimli	St. Jean Baptiste
Altona	Arborg	St. Pierre
Beausejour	Riverton	Sanford
Birtle	Hodgson	Selkirk
Brandon	Lac du Bonnet	Swan River
Brookdale	Manitou	Thompson
Carman	Miami	Ashern
Churchill	Minnedosa	Eriksdale
Crystal City	Morris	Lundar
Dauphin	Neepawa	Morden
Deloraine/Hartney	The Pas	Winkler
Elie	Pine Falls	Dufrost
Emerson	Portage la Prairie	Letellier
Fisher Branch	Hadashville	Rossburn
Flin Flon	Roblin	Killarney

Native Communities

Ebb & Flow	Pine Creek	*Peguis
Crane River	Keeseekoowenin	Duck Bay
*Fort Alexander	*Roseau River	Waywayseecappo
*Hollow Water	*Scanterbury (Brokenhead)	*Camperville

APPENDIX IIC

SAFE-HOME LISTING

PLACE NAME	IDENTIFIED POSSIBILITY	IN SCREENING PROCESS	OPERATIVE
Parkland Region			
Dauphin		4	3
Swan River (Camperville)			1
Westman Region			
Rossburn			1
Brookdale			1
Manson		1	
Interlake Region			
Ashern/Eriksdale/Lundar		2	
Gimli		Several	1
Selkirk			
North Region			
Churchill			2
Flin Flon			1
South Central			
Dufrost			1
Manitou			1
Carman			3
Portage La Prairie (McGregor)		8	2
Morden/Winkler		4	3
Dugald		1	
Emerson		1	
Woodmore			1
Sanford			1
Beausejour	1		
Recent Possibilities			
Morris	1		
Lac Du Bonnet	1	1	
Minnedosa	1		
SUB-TOTAL			

APPENDIX IIC (Continued)

SAFE-HOME LISTING

PLACE NAME	IDENTIFIED POSSIBILITY	IN SCREENING PROCESS	OPERATIVE
Other Possibilities (cont'd)			
Erickson	1		
Fisher Branch	1		
Killarney		2	
Elie	1		
Lettellier	1		
TOTAL - March 1, 1984	8	24	22

SECTION III

GENERAL PROGRAM DEVELOPMENT AND OPERATION

INTRODUCTION

This section provides a broad view of the other programatic activities of the committee not easily specified by location (urban or rural) or particular focus (as in the case of Section I). While this 'target area' of evaluation was initially labeled "Urban Program Development" in the proposal it has been retitled in the report to reflect this more general orientation. We will briefly describe the activities in three general program areas, education, service delivery and networking and conclude with an analysis of the overall structure and organization of the committee, its strengths and weaknesses and some recommendations for development or change. In this section of the evaluation we once again became aware of a serious tension resulting from ambiguities within the original mandate. The struggle revolves around balancing the allocation of staff and resources between service delivery demands on the one hand and networking, co-ordinating demands on the other.

METHODOLOGY

The primary method employed in assessing this aspect of the program was open-ended interviewing. All staff, permanent or temporary, were interviewed at least once and often several times. Six board members were interviewed at length. Interviews with individuals from agencies affected by committee activities were conducted. The second source of information involved the collection and analysis of all staff monthly reports and other relevant data in their files. A third method directed specifically to assessing and assisting the education program was a series of questions on wife abuse included in the Winnipeg Area Study. The issues of sampling, questionnaire construction, etc., will be addressed in the section on the education program.

EDUCATION PROGRAM

The stated objectives of the education program are: First, to promote awareness and understanding of the problem - "wife abuse is taking place - is not acceptable - is an assault" (MCWA Proposal p.4). Secondly, to provide information about agencies and groups which provide support. The above information is focused on both public and professional audiences. In addition, the committee provides workshops and conferences for professional audiences to develop their skills in identifying the problem and providing essential support services. Formally one staff member, the co-ordinator of education, has been assigned responsibility for the whole education program. In practice, most members of the committee and some board members have been actively involved in public speaking and/or professional development.

PROFESSIONAL DEVELOPMENT

Five major professional groups have been the focus for the committee's professional development program in 1983-84, social workers, physicians, teachers, police and clergy. One of the major professional development thrusts of the committee were two conferences entitled "Intervening in Family Violence," in February and June of 1984, jointly sponsored by the committee and Klinic. Speakers from the Domestic Abuse Project in Minneapolis provided detailed information on designing and delivering support services to men, women and children involved in a violent family. The two conferences had a combined registration of well over 400 individuals from all over the province. While the registrants came from a wide range of personal and professional backgrounds, the major concentration was from the social service agencies. The committee is also involved in direct training of social workers in conjunction with the University of Manitoba School of Social Work. Five student practicum placements are accommodated by the committee annually and committee members have frequently spoken to various graduate and undergraduate social work classes. Finally, feature articles on the committee and its work have been carried by a number of social work association newsletters and bulletins.

In December of 1983, Dr. Charlyn Black and Maxine Topley, both board members, completed a medical protocol currently being piloted in one Winnipeg, one northern and one rural hospital. The medical protocol is composed of three areas: (1) Medical Rounds on Wife Abuse; (2) Information package on

management of wife abuse; and (3) Data collection and assessment forms. In addition, Dr. Black has carried out medical rounds on wife abuse in the seven hospitals in Winnipeg and two rural hospitals. Finally, Dr. Black presented a paper on Wife Abuse at a major medical conference with 200 Family physician registrants in Winnipeg in 1983. Her work is currently being developed by the committee into an educational kit for physicians with a slide show and script.

Meetings of the education co-ordinator with representatives of the Manitoba teachers society resulted in the Society distributing 11,000 MCWA pamphlets, one to every teacher in the province. In May 1983, at the annual provincial professional development conference (S.A.G.), five presentations were made by committee members to the teachers attending from all over Manitoba and northwestern Ontario. Currently the Manitoba Teachers' Society is working in co-operation with the committee and has received funding to produce a teaching manual on wife abuse. It will have several modules which can be used in classrooms at a variety of levels. Lac du Bonnet High School has already requested to pilot the program in 1984-85.

The committee's contribution to professional development of the police is two-fold: staff have presented at RCMP professional development programs directed to detachment commanders throughout the province in 1983 and committee staff are regular participants in the Winnipeg Policy Academy training program. Finally, the committee has been more recently networking with clergy in Winnipeg. In March of 1984, the committee was requested to make a major presentation to the Presbytery of the United Church. Clergy of other denominations are being contacted in the hope that a similar program can be offered to a wide range of religious organizations.

PUBLIC EDUCATION

The co-ordinator of education appears to be most heavily involved in the public education aspect of the program (see Appendex IIIA for a summary of 1983 activities). The thrust of this program is three-fold; maximal media coverage, public speaking engagements and projects for the development of films and multi-media education kits for broad distribution. The media has been most co-operative in covering committee activities and supporting public education. There has been a large number of radio and television interviews of committee members and the local press has covered committee activities quite well. The crises line was advertised in rural newspapers through the

Manitoba Newspaper association with a circulation of 362,000. C.B.C. television has produced and regularly aired, free of charge, a video public service announcement on wife abuse. In addition, C.B.C. radio has produced a number of audio tapes which it regularly airs and distributed them to 20 radio stations throughout the province for airing.

Mass mailouts of information was negotiated free of charge through the co-operation of Winnipeg Hydro and Manitoba Hydro. A one-sheet insert with information on wife abuse and supportive agencies was included in the February 1984 Winnipeg Hydro bill (circulation 100,000) and a similar sheet will be included in the Manitoba Hydro summer '84 billing period.

A legal Handbook for Battered Women compiled by Denise Coty (LL.B) was produced by the committee. The first printing of a thousand copies was rapidly distributed and a subsequent printing is being planned.

The MCWA and the Prevention of Child Abuse Department of the Health Sciences Centre are in the process of planning joint films on wife abuse, child abuse and the effects on children. Negotiations are underway with the National Film Board to produce these films. The plan is to produce 10 to 12, 30 second, one minute and 10 minute Public Service Announcement commercials. Finally, the committee has been working with second year Public Relations students at the local community college in preparing a communication package consisting of video tape, newskit/magazine and audio/visual presentation production. This group has also produced a slide show and script based on the February conference entitled "Intervening in Family Violence."

Finally, many of the staff are regularly involved in public speaking engagements. In order to ease this burden the co-ordinator of education is developing a committee speakers list which will include volunteers trained by the co-ordinator specifically for public speaking. Two small training programs have been offered, one in the spring of 1983 and one in February of 1984. There are currently five volunteers who work directly with the co-ordinator of education on public speaking programs.

WIFE ABUSE SURVEY

A decision was made by the evaluator to run a series of questions in an annual city survey to get some early indications of public awareness of the issue of wife abuse and knowledge of the committee and its services. It was hoped that information from the survey might be useful in future plans

for public education. Thus the questions were developed with the concern for future programming as salient as the concern for early assessment. In designing the questions, an analysis of the goals of the education program was combined with a content analysis of the major theme's in the public service announcement (frequency, prevalence, seriousness of wife abuse and available support). In addition, questions were asked to determine personal knowledge of wife abuse, reporting behaviour, attitudes to the new directive, and assessment of police performance in handling domestic disputes (for a full list of questions see Appendix IIIB).

The results of the survey came available at the same time as a debate raged in the local press over the new directive on charging in wife abuse cases. With the permission of the funders and the committee a public report of survey results relevant to the debate was released in May, a copy of the public report is included (Appendix IIIC). In addition to the results reported in Appendix IIIC, the survey indicated that while a significant proportion (54 percent) of the respondents knew of some agencies of support, only 2 percent had heard of the committee. Further, the category of the population least informed about support agencies happens to be the same category (low income low education) which most frequently experiences police intervention (see p. 16). This suggests that increased information particularly about agencies and services should be targeted to this group. An additional point not addressed in the public report is the low assessment of police performance in handling domestic violence cases.* When we combine this with the Police data indicating the high number of calls and the large amount of the time spent on domestic abuse cases, a future concern of the committee may be to lobby for more training of police (both in-service and for new recruits) to be focused on issues of domestic violence.

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*When asked to rate police performance on a variety of duties (see question in Appendix IIIB), less than 40 percent felt the police did a good job on intervening in domestic cases.

SERVICE DELIVERY PROGRAMS

INTRODUCTION

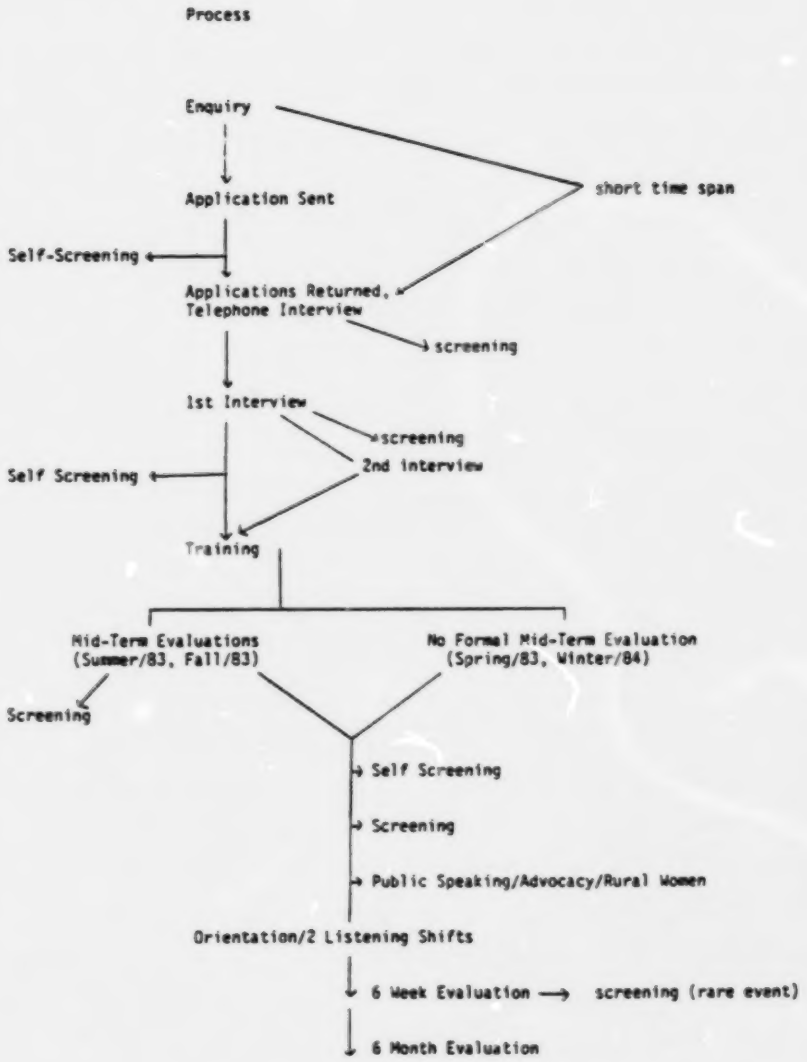
Within this section, we will discuss all of the service delivery staff and programs of the committee. This includes four permanent staff (the volunteer co-ordinator and three follow-up workers), three short-term staff (the counsellor/advocate, the women's group worker, the trainer of trainers), a clinical consultant on contract (part time) from Children's Home and a core of 35 volunteers. Out of a permanent staff of eight, one-half were hired for service delivery programs. Out of a total of 70 active participants (staff, board and volunteers), 43 are involved in service delivery programs. Within the service delivery component of the committee, three specific programs are in operation; the crises line, women's support group counselling services and the family support follow-up service. We will examine all three programs separately.

CRISES LINE

The crises line began in April 1983. It is a toll free line in operation throughout the province 24 hours a day, seven days a week. This service is staffed largely by volunteers and a reliable core of 30 to 35 volunteers is necessary to keep the line in operation. The volunteer co-ordinator recruits, trains and supervises volunteers and oversees the complete operation of the crises line. The crises line received a total of 1,166 calls in the first year and a cumulative total of 1,662 calls as of April 1984. Of these, 116 were from the rural area (see Appendix IIID for complete statistics). The crises line provides information, crises counselling and referrals to callers. As we can see from the statistics, this program to date, primarily services the Winnipeg population.

In order to provide a 24 hour, seven day a week service a great deal of time is spent recruiting, screening, training and supervising the volunteer staff that make the service possible. To date, four training programs have been offered. From an average of 50 applicants per recruitment period, an average of 15 can be counted on to fulfill the six month commitment required of them. A good proportion of the six month completers continue on for much longer periods of time (see the statistical sheet, Appendix IIIE). The following flow chart diagramatically presents the process involved in the recruitment, screening and training of volunteers. The training course consists of 70 hours of workshops all potential volunteers must attend.

VOLUNTEER RECRUITMENT AND TRAINING PROCESS



In addition to training in specific crises intervention and counselling skills, the program provides a wide range of information on wife abuse, family violence and related problems such as alcohol abuse. An outline of the schedule for one training period is included in Appendix IIIF.

In addition to crises line counselling, some volunteers in 1983 became involved in in-person peer counselling under the supervision of the volunteer co-ordinator and the clinical consultant from Children's Home. The counsellor/advocate, Marilyn LaVallee reports a total of 26 counselling clients from May 1983 to May 1984. In the same time period, other staff counselled nine clients and volunteers and student placements accounted for an additional four clients. Although the number of in-person clients in the first year was not large, indications of greater growth in 1984-85 led the committee to put a hold on the in-person counselling program until supervisory staff could determine their ability to meet growing demands. All of the women in in-person counselling were encouraged to join the women's support group program offered on a pilot basis by the committee.

WOMEN'S SUPPORT GROUP PROGRAM

Two part time staff, the counsellor/advocate funded by Canada Works and a Women's Group worker funded by Core Area Initiatives were hired for terms of 10 months (January to October 1984) to conduct this program. The two staff and the volunteer co-ordinator attended training sessions in Minneapolis at the Domestic Abuse Project to become familiar with their support group program. The Minneapolis model which is being implemented in Winnipeg is a two phase program which provides immediate follow-up support to women who are victims of wife abuse. Phase I is an information based program which operates for 14 weeks with meetings once a week. The goal of the program is to provide women with an understanding of the cycle of violence and knowledge of support resources in their community. Phase I is a prerequisite to Phase II. Phase II has no specified time period however, counsellors encourage clients to contract for a set period of time, usually 12 weeks. The second phase involves more in depth group counselling to assist and support women attempting to cope with or resolve their particular situation.

The committee's Phase I group began in April 1984 and the Phase II group began in June 1984. The two staff have worked in co-operation with Klinic and the Psychological Services Center, University of Manitoba, which have both run Phase I programs and are referring women from their groups into the

committee's Phase II program. The intent of this pilot study is to test and adapt these models to circumstances in Manitoba and then to encourage existing social service agencies to integrate such programs into their services. Committee staff would be available to run training workshops for interested personnel in responsive agencies. This program could also be considered as part of the education program because it is designed to provide highly specialized professional development to trained counsellors.

FAMILY SUPPORT FOLLOW-UP WORKERS PROGRAM

This program operates out of Osborne House, the Winnipeg shelter for battered women. The program, which predates the committee, was originally funded by Children's Home. In the proposal, it was recommended that this program become integrated into the committee. The funding the committee received provided for this integration. The program employs three women all of whom were support staff at Osborne House prior to commencing follow-up work. The three workers provide the only service for abused women in Winnipeg which offers home visits. One of the counsellors is native and works largely with urban native clients. In January of 1984, one of the follow-up workers was reassigned as a court advocate. This women now receives a number of referrals from the Crown Attorney in court 3F as well as the police at the Victim Services program.

This program currently has a very tangential relation to the committee. The follow-up workers are not supervised by the usual supervisors for the service delivery component, either the volunteer co-ordinator or the clinical consultant. They are directly supervised by the committee's supervisor Cathie Hiller. The follow-up workers are physically located in a different building and are not well known to the other staff of the committee. Because of this tangential relation and the fact that they are not well known by fellow service delivery staff few referrals are made between the follow-up workers and other direct service workers on the committee. The majority of the follow-up workers referrals come directly from Osborne House. Each worker carries an average monthly case load of 15 to 20 families.

CO-ORDINATION/NETWORKING COMPONENT

To familiarize ourselves with the committee's networking role a number of interviews were conducted with individuals from social service agencies, particularly those offering programs directly related to spousal abuse (see Appendix IIIG). From these interviews and discussions with staff, one can distinguish three different liaison roles. First, developmental liaison in which the emphasis is upon networking with and for nascent committees attempting to establish services for abused women. Second, lobbying which is a particular form of liaison carried on with government staff and officials, funders and influential, established social service agencies to achieve recognition support and services for the committee and its clientele. Third, peer liaison with sister agencies and services in which the emphasis is upon mutual support and co-ordinated development.

An analysis of job descriptions and interviews with staff was designed to determine what expectations existed about liaison work and to what extent staff met these expectations. One term position staff member, the native liaison worker is the only member of staff who has been assigned a co-ordination role as their primary function. Four of the permanent staff, the supervisor, the rural co-ordinator, the crises line co-ordinator and the education co-ordinator, all have expectations about liaison work stipulated in their job descriptions. When we consider the three different types of liaison work in combination with the job descriptions we find that the liaison work most likely to be accomplished is the work most directly related to the specific task assignments in the staff's job descriptions. As a result, we find that the rural workers have devoted a considerable amount of their time to developmental liaison, the native liaison staff has spent most of her time liaising with native organizations and the supervisor has done an admirable job lobbying government, the judicial system, etc. The one area of networking which seems less developed is peer liaison. We have discussed earlier the extent to which rural crises centers felt the function was neglected. Some urban agencies also expressed concern in this regard. It appears that the major problem is not an unwillingness on the part of the staff but rather a lack of clarity and organization in delineating which staff should be maintaining communication with which agencies. Consequently, the peer liaison function tends to be sporadic and unsystematic.

This problem is undoubtedly a product of the lack of specificity in the original proposal concerning the liaison/networking function of the committee. Further, the demand for such work is clearly constituency based. Crises centers and some agencies have expressed a need to expand this function and committee staff are increasingly seeing the necessity of doing so. Thus, although the extent of the demand for a networking function was not anticipated the expectation that the first year would reveal new demands and the flexibility built into the committee to make such adjustments bodes well for future development in this area.

COMMITTEE STRUCTURE AND ORGANIZATION: AN OVERALL ANALYSIS

It seems appropriate to begin our summary analysis with some highlights of the committee's accomplishments in its first year of operation. The successful negotiation of a separate court, the introduction of liaison work with the native community, the initiation and support of a growing number of rural committees and safe homes, the operation of a 24 hour crises line, the impressive training program developed for volunteers and the dissemination of information on wife abuse through the education program are all merely highlights of a growing and dynamic program. The fact that this organization has experienced some major growing pains during this period should not be surprising. Our attention to these problems stem from the developmental evaluation role and is designed to provide a third party overview which may be helpful in considering future developments. In the following analysis we will identify some of the structural and organizational strengths and weaknesses of the program and outline some options for future development.

Throughout the report, we have identified a number of problems which we suggested resulted from ambiguities in the original mandate of the committee. These difficulties revolve around the issue of achieving a balanced assignment of staff and resources to the urban and rural areas and to the service delivery and co-ordination functions of the committee. A complicating factor in attempting to achieve this balance was a significant structural ambiguity that characterized the committee's operation in the first nine months of its existence. Early direction, hiring and supervision

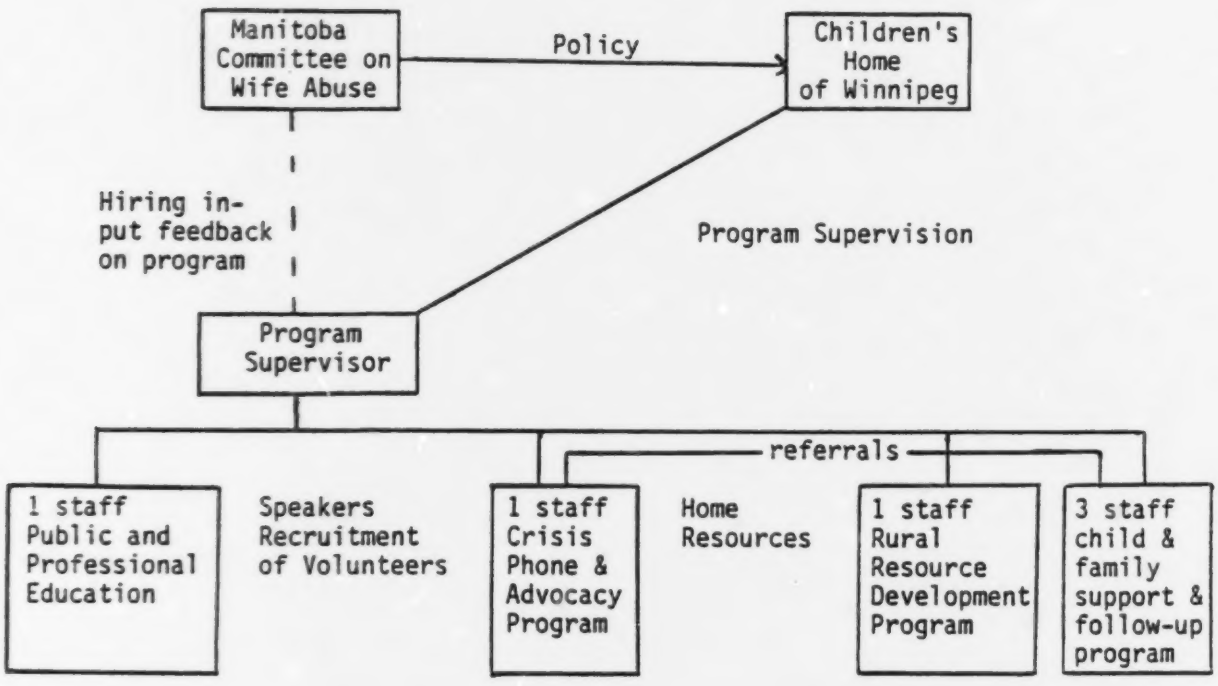
of the committee appear to have been the product of dual inputs from the sponsor agency, Children's Home, on the one hand and from a new board on the other. An outline of the structure of the committee under these circumstances is presented on the following page.

The support of Children's Home was invaluable in establishing the program and it offered significant administrative support throughout the first year of operation. However, during the latter part of 1983, the board moved toward greater direction and increasing independence of the committee from the sponsoring agency. An outline of the revised structure of the committee is presented on page 49. This development was an indication of the maturation of the committee and the increasing experience of the board.

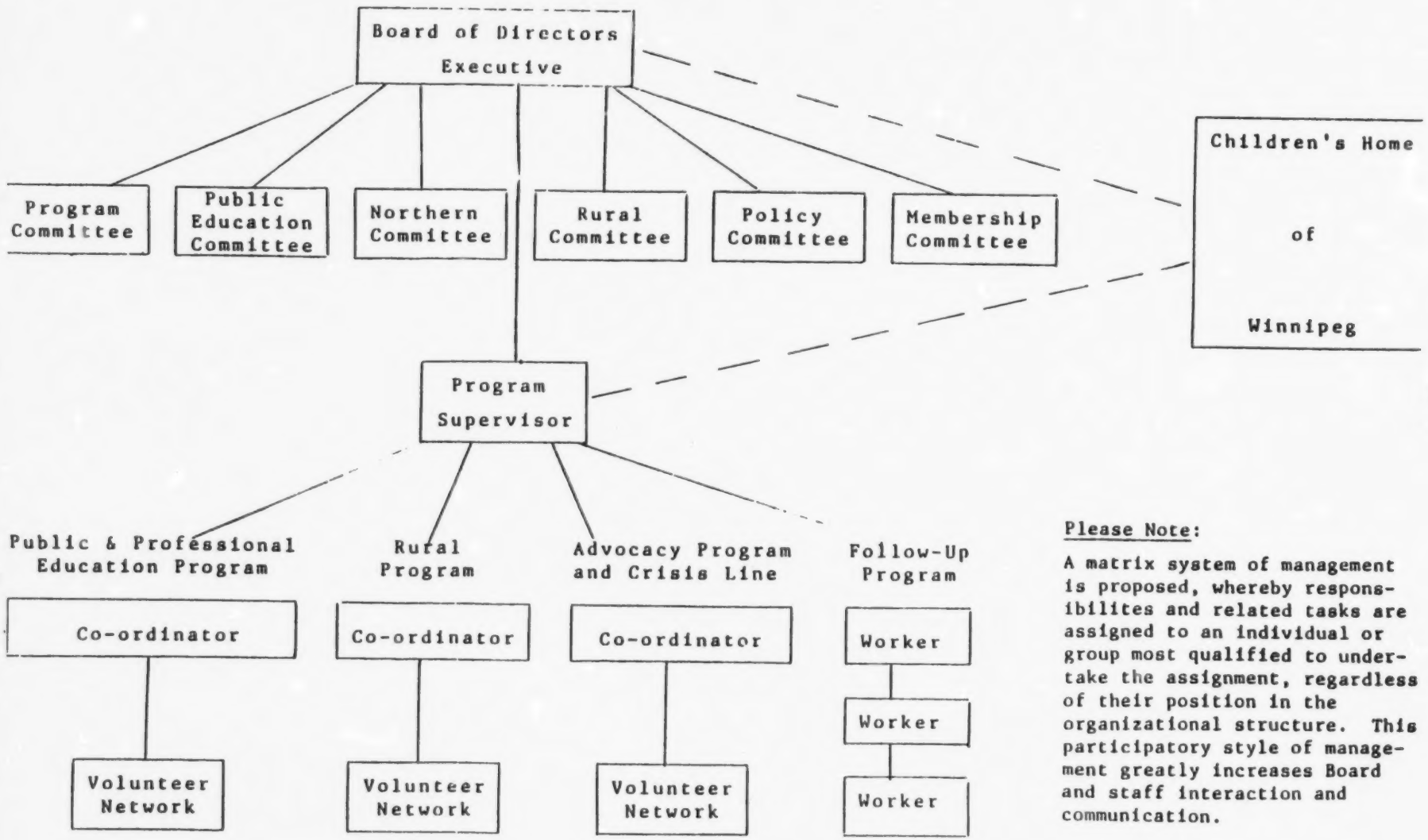
While the organizational transition was a necessary precondition to sorting out mandate its concurrence with rising tensions over mandate led to some confustion. During this period, there were some ambiguities concerning accountability on the part of staff. Further, staff and volunteers frequently felt they had little input and were uninformed about policy decisions and directives. The board, on the other hand, occupied with affecting a major organizational transition while responding to the concerns of the rural constituency frequently felt uninformed about the activities and priorities of the staff. In short, during the transition the usual channels of communication did not prove adequate and resulted in some tensions between the staff and the board. As in the case of the rural tensions, it was recognized by both staff and board that there was a need for greater staff/volunteer representation on the board. At the annual general meeting in June, this was accomplished with the three urban positions open on the board going to nominees made by the staff/volunteers.

One of the recognized first tasks of the new board will be to resolve some the ambiguities in the committee's mandate and to sort out the allocation of staff and resources on the basis of the resolution. The central problem to come to terms with is the balancing of resources between the service delivery component and the co-ordinating function of the committee. This issue encompasses the urban-rural concerns because service delivery is largely urban based and directed while the co-ordinating function is provincial in thrust. Our review of the various programs of the committee reveals that a service delivery bias has characterized the hiring and

STRUCTURE 1982


Manitoba Committee on Wife Abuse
Policy
Children's Home of Winnipeg
Hiring in-put feedback on program
Program Supervision
Program Supervisor
referrals
1 staff Public and Professional Education
Speakers Recruitment of Volunteers
1 staff Crisis Phone & Advocacy Program
Home Resources
1 staff Rural Resource Development Program
3 staff child & family support & follow-up program

ORGANIZATIONAL STRUCTURE OF THE MANITOBA COMMITTEE ON WIFE ABUSE 1983



Please Note:

A matrix system of management is proposed, whereby responsibilites and related tasks are assigned to an individual or group most qualified to undertake the assignment, regardless of their position in the organizational structure. This participatory style of management greatly increases Board and staff interaction and communication.

resource allocation to date. In order to channel more staff time and resources into the co-ordinating/networking function some changes will be necessary in job descriptions as well as program planning. We will briefly review a number of programs which are likely to experience some rethinking and/or restructuring.

FUTURE CONCERNS FOR BALANCED PROGRAM DEVELOPMENT

According to many of the constituents, the fulfillment of the committee's provincial mandate will require an expansion of the co-ordinating networking component. In the absence of a significant expansion of committee staff and resources this will entail a redirection of some of the existing resources and staff time to the networking, co-ordinating role. This is likely to have a significant impact upon the service delivery program because it currently absorbs a large portion of staff and resources. At this point the service delivery program consists of three somewhat distinct components; the crises line and volunteer program, the family follow-up workers and the women's support group pilot project. The most extensive service has been the 24 hour crises line. To date, the line has not lived up to its original mandate as a provincial service, less than 10 percent of the calls come from the rural area. However, it is premature to assume that the line can only operate as a Winnipeg service. In view of the increased involvement of rural representatives on the committee board it is possible, upon advice from the rural representatives, that greater utilization of the services will occur. The crises line could offer an excellent toll free communication and referral network for outlying crises centers as well as individual rural women.

The committee's experience as well as that of other agencies suggests that a necessary concomitant of operating a crises line is some commitment to service delivery. Without some service delivery options the recruitment and maintenance of volunteer workers becomes extremely difficult. Volunteers are attracted by the opportunity to play a supportive role and have a positive impact upon client callers. Also, volunteers own needs for growth and skill development are significant in maintaining their involvement. In the absence of any follow-up or support program, it is questionable whether either of these concerns can be adequately met by one-shot crises line counselling. It appears that a continued commitment to the crises line implies a continued commitment to some form of service delivery beyond the crises line.

There are many arguments to be made for continuing the crises line and the follow-up services it implies, from invoking the original mandate to outlining the lack of alternative services available in Winnipeg. However, in our opinion the strongest argument in favor of the service and its operation is the volunteers themselves who have the potential to fill a wide range of service, advocacy and education roles. The maintenance of a corps of volunteers was a basic premise upon which the committee was first formed, philosophically because it embodies the committee's concept of peer support, of women organizing to help women, practically because it would permit a multiplication of skills and workers beyond the limited number of staff. The ability to maintain such a program in conjunction with an expanded co-ordination component may require a limitation and concentration of the services offered. Rather than attempting to fill a number of gaps in the service delivery system it may be necessary to concentrate on one program and to provide services only as they directly relate to or support that program.

In expanding the co-ordinating/networking role of the committee it will be necessary to specify the expectations for liaison work within the staff's job descriptions. This is particularly true in the case of peer liaison which requires much greater attention to good, consistent communication flows among sister agencies. In addition to information sharing on services and resources available in the province, the co-ordinating function should, ideally, include a clearing house operation for the dissemination of up-to-date data on all aspects of wife abuse cases and issues in the province. This development would be critical to the committee's lobbying and education function as well as facilitating informed program planning. Fulfillment of the role would require that the committee allocate staff and resources for research. Currently, the research role is being fulfilled by the evaluator, however, when the evaluation is completed there will be no research capacity within the committee.

Finally, the Winnipeg Area Study revealed that only 2 percent of the respondents who knew of support agencies could identify the committee as one of them. The issue of profile is directly related to decisions the board makes about future development. If the emphasis will be shifted to the co-ordinating function, then a high public profile is not as critical as long as they are well known among agencies and relevant government

departments. If, however, there is a continued commitment to service delivery then a high public profile is necessary and should be consistently developed. Two factors have been identified as limiting the committee's public profile. First, its location is not readily identifiable as distinct from Children's Home and not easily accessible for a walk-in-clientele. Secondly, comments have been repeatedly made about the name of the organization which is both cumbersome and unmemorable. Further, the term "committee" implies to many people a tempory inquiry rather than an ongoing agency. While a 2 percent identification rate is not surprising for a new organization, the committee may want to increase its public profile, particularly if it continues its involvement in service delivery.

CONCLUSION

The first year of the committee's operation has been in many ways a year of forced growth. The rapidity with which growth and development occurred undoubtedly created some of the problems. However, the pace of growth was almost unavoidable given the strong demands from the committee's diverse constituency. From such conditions, one must expect certain growing pains and the committee was no exception. However, from these struggles the committee has emerged with a much broader understanding of the needs of agencies and individuals concerned with wife abuse throughout the province and perhaps most importantly a well balanced board composed of urban, rural and staff/volunteer representatives. This is a very solid foundation upon which to begin balancing and consolidating the programs of the committee in light of its first year of experience.

SECTION III APPENDIX

APPENDIX IIIA

PUBLIC EDUCATION CO-ORDINATOR REPORT 1983

I	Presentations	Groups	Attendance
	Professional	34	
	Workshops	6	
	Conferences	4	
	Development	9	
	Churches	9	
	Clubs, Men's and Women's	10	
	Schools	5	
	Training	8	
		85	Approx. 3,715
	Training 40 hrs.		

II Media

TV Interviews	Winnipeg	10	
	Out of Province	3	
Radio Coverage		26	
Press	Out of Province	13	
	Rural papers	51	
	Winnipeg	7	
	Others	5	Approx. circulation
	Total	75	½ million

Public Service Announcements

	T.V	1 tape
	distributed	1 station
	Radio	18 tapes
	distributed	20 stations

III Pamphlets Distributed

Manitoba Committee on Wife Abuse	18,000
Manitoba Teachers Society	12,000
R.C.M.P.	12,000
Total Circulation	40,000

IV Mass Mailouts

Winnipeg Hydro - Script & Crises Phone No.	February 84	circulation 100,000
Manitoba Hydro - Script & Crises Phone No.	September 84	320,000

APPENDIX IIIB

The following questions are listed as they appear in the Winnipeg Area Study questionnaire. Questions 28 and 29 appear early in the questionnaire as part of a general set of questions on crime. The remaining questions were all identified as a series of questions about wife abuse.

28. (PAGE 4) In terms of harm caused, rate the following acts on a scale of 1 to 10. (1 indicating least severe, 10 indicating most severe.)

THEFT OF $1,000 OR MORE	_____	— —
CHILD ABUSE	_____	— —
FRAUD	_____	
DRUNKEN DRIVING CAUSING INJURY	_____	— —
WIFE ABUSE	_____	— —
VANDALISM CAUSING DAMAGE OF $1,000 OR MORE	_____	— —

34 35

44 45

29. Thinking about the police force, please tell me whether you feel they are doing a good job, an average job or a poor job in each of the following areas.

	GOOD JOB	AVERAGE JOB	POOR JOB	DK	
ENFORCING THE LAWS	1	2	3	8	—
PROMPTLY RESPONDING TO CALLS	1	2	3	8	—
BEING APPROACHABLE AND EASY TO TALK TO	1	2	3	8	—
SUPPLYING INFORMATION TO THE PUBLIC ON WAYS TO PREVENT CRIME	1	2	3	8	—
TREATING MINORITY GROUPS FAIRLY	1	2	3	8	—
BREAKING UP FAMILY FIGHTS	1	2	3	8	

51

NOW I WOULD LIKE TO ASK YOU SOME QUESTIONS ABOUT WIFE ABUSE.

50. a. (PAGE 9) What is your best estimate of the number of women who are married or have common-law relationships who have been abused by their husbands?

MOST	MANY	SOME	FEW	VERY FEW	NONE	DK	GO TO 51
1	2	3	4	5	6	8	

23

b. What percentage do you think that category represents?

_____

DK _____ 88

N/A _____ 97

— —

51. In those relationships where wife abuse does take place, how often do you think this abuse occurs? (READ CATEGORIES, EXCEPT DK)

FREQUENTLY 1
OCCASIONALLY 2
RARELY 3
DK 8

—

APPENDIX IIIB (Continued)

52. a. (PAGE 10) In the past, police would usually charge the offender with assault only if the wife requested it. Under the new directive, police now charge the offender if there is sufficient evidence of wife abuse, regardless of the wife's wishes. Do you agree with this new directive?

STRONGLY AGREE	AGREED	UNDECIDED	DISAGREE	STRONGLY DISAGREE	DK
1	2	3	4	5	8
(GO TO 53)		(ASK B)			

27

b. (PAGE 10) What are your views about the following statements? Wife abuse is a family problem and should be handled only by the family

STRONGLY AGREE	AGREED	UNDECIDED	DISAGREE	STRONGLY DISAGREE	DK	N/A
1	2	3	4	5	8	0

___

c. Involving the police makes the problem worse than it really is.

STRONGLY AGREE	AGREED	UNDECIDED	DISAGREE	STRONGLY DISAGREE	DK	N/A
1	2	3	4	5	8	0

___

d. Professional counselling should be encouraged in all cases of wife abuse.

STRONGLY AGREE	AGREED	UNDECIDED	DISAGREE	STRONGLY DISAGREE	DK	N/A
1	2	3	4	5	8	0

30

53. a. Do you happen to know of agencies or groups an abused wife can turn to for help?

YES . . . . . ____ (ASK B)
NO . . . . . ____ (GO TO 54)
DON'T KNOW . . . . ____ (GO TO 54)

31

b. (IF YES) If you can remember, would you please name all the agencies or groups you know of. (DO NOT READ CATEGORIES)

MANITOBA COMMITTEE ON WIFE ABUSE ___
OSBORNE HOUSE . . . . . ____
KLINIC . . . . . ____

___
___
___

35

APPENDIX IIIB (Continued)

54. Have you ever personally known of a woman who has experienced wife abuse?

YES . . . . . 1 (ASK 55)
NO . . . . . 2 (GO TO 56)
DK . . . . . 8 (GO TO 56)

55. a. Were the police informed or did they find out about this incident in any way?

NO . . . . . 1 (ASK B)
DON'T KNOW 8
YES WHO TOLD THEM?
RESPONDENT 2
VICTIM 3
SOMEONE ELSE 4
POLICE FIRST TO FIND OUT ABOUT IT . . 5
SOME OTHER WAY 6
SPECIFY _____
} GO TO 56

b. What was the reason this incident was not reported to the police? (DO NOT VOLUNTEER CATEGORIES)

No NEED to call
Respondent did not think it important enough . . . 01
Private or personal matter 02
Reported to someone else 03

Police COULDN'T do anything
Didn't realize crime happened until later 04
Lack of proof/no way to find out/identify offender 05

Police WOULDN'T do anything
Police would be inefficient, ineffective 06
Police would be unsympathetic 07

Other reasons
Afraid of reprisal by offender, or family/friends 08
Too much embarrassment 09
Told to respondent in confidence 10
Did not want to take time/get involved 11
Other - specify _____ 12
DK why not reported . . . . . 98 (GO TO 56)

c. Are there any other reasons?

YES . . . . . CIRCLE ABOVE (THEN ASK D)
NO . . . . . (GO TO 56)

37 ___

38 39 ___ ___

54 55 ___ ___

62 63 ___ ___

APPENDIX IIIB (Continued)

d. IF MORE THAN ONE
Which of these would you say was the most important reason why the incident was not reported to the police?

REASON NUMBER		— —
NO REASON MORE IMPORTANT . . .	14	
N/A	97	
DK	98	

APPENDIX IIIC

PRELIMINARY REPORT ON WIFE ABUSE SURVEY

EXECUTIVE SUMMARY

- Winnipeg residents are concerned about wife abuse:
  - 85% of the respondents agree with the new directive on charging in wife abuse cases.
  - Respondents rated wife abuse as a serious crime.
  - 46% of the respondents have personally known an abused woman.
  - 54% of known cases of wife abuse are not reported to police.
  - 8% of respondents who have personally known of a wife abuse case have reported to the police.
  - The most frequent reason given for not reporting to the police was fear of reprisals.
  - 77% of the respondents estimate a moderate to high number of women involved in abusive relations.
  - 92% of the respondents estimated a moderate to high frequency of abusive events in an abusive relationship.
  - 54% of the respondents do know of some agencies which help abused women.

RESPONDENTS' ATTITUDE TO THE NEW DIRECTIVE ON CHARGING IN WIFE ABUSE CASES

QUESTION: "IN THE PAST, POLICE WOULD USUALLY CHARGE THE OFFENDER WITH ASSAULT ONLY IF THE WIFE REQUESTED IT. UNDER THE NEW DIRECTIVE, POLICE NOW CHARGE THE OFFENDER IF THERE IS SUFFICIENT EVIDENCE OF WIFE ABUSE, REGARDLESS OF THE WIFE'S WISHES. DO YOU AGREE WITH THIS NEW DIRECTIVE?

STRONGLY AGREE	AGREE	UNDECIDED	DISAGREE	STRONGLY DISAGREE	DON'T KNOW
1	2	3	4	5	8

RESPONSE:

Table 1a

Respondents' Attitude to the New Directive for Overall Sample and By Sex.

Response	Total Sample	Men	Women
Strongly Agree	51%	46%	56%
Agree	34%	39%	31%
Undecided	8%	8%	7%
Disagree	5%	7%	6%
Strongly Disagree	1%		
N	560	250	310

Table 1b

Respondents' Attitude to the New Directive By Age.

Response	Under 24	25-35	36-50	51 and over
Agree	89%	84%	88%	85%
Undecided	5%	7%	5%	12%
Disagree	6%	10%	7%	3%
N	84	184	129	159

OBSERVATIONS:

1. Public agreement with the new directive appears to be overwhelming: 85% of all respondents agree or strongly agree with the new directive.
2. Both men and women are strongly supportive of the new directive.
3. All age categories reveal a similar high rate of support for the new directive.

RESPONDENTS' ESTIMATES OF HARM CAUSED BY CERTAIN CRIMES

QUESTION: "IN TERMS OF HARM CAUSED, RATE THE FOLLOWING ACTS ON A SCALE OF 1 TO 10. (1 INDICATING LEAST SEVERE, 10 INDICATING MOST SEVERE.)"*

THEFT OF $1,000 OR MORE ____
CHILD ABUSE ____
FRAUD ____
DRUNKEN DRIVING CAUSING INJURY ____
WIFE ABUSE ____
VANDALISM CAUSING DAMAGE OF $1,000 OR MORE ____

*This question was asked early in the interview (question 28) as one of a number of general questions on crime; answers were recorded before the series of questions on wife abuse (questions 50 to 55) were begun.

RESPONSE:

Table 2

Respondents' Mean Estimates of Harm Caused by Certain Crimes for Overall Sample and By Sex.

Crime	Overall Sample Average	N	Men	Women
Child Abuse	9.3	564	9.1	9.4
Drunken Driving	9.2	566	9.0	9.3
Wife Abuse	8.9	563	8.7	9.1
Vandalism	7.4	563	7.2	7.5
Fraud	6.9	558	6.9	7.0
Theft	6.0	564	5.7	6.1

Note: The order of crimes appearing in the table differs from the order in the question and reflects the respondents' estimates of the severity of the crime in terms of harm caused.

OBSERVATIONS:

1. Respondents rated offenses against persons (child abuse, drunken driving and wife abuse) as more serious than property offenses.
2. While wife abuse was rated third in amount of harm caused, the differences in scores among the crimes against persons was not substantial.
3. Women tend to see more harm caused by all categories of crime than men. Women's scores are consistently higher than men's scores; however, the ordering of the crimes remains the same.

RESPONDENTS' PERSONAL KNOWLEDGE OF ABUSED WOMEN

QUESTION: "HAVE YOU EVER PERSONALLY KNOWN OF A WOMAN WHO HAS EXPERIENCED WIFE ABUSE?"

YES ____
NO ____
DON'T KNOW ____

RESPONSE:

Table 3a

Percentage of Respondents who have Personally Known an Abused Woman for Overall Sample and By Sex.

Response	Total Sample	Men	Women
Yes	46%	38%	51%
No	54%	62%	49%
N	569	252	317

Table 3b

Percentage of Respondents who have Personally Known an Abused Woman By Age.

Response	under 24	25-35	36-50	51 and over
Yes	43%	61%	51%	26%
No	57%	39%	49%	74%
N	84	184	130	166

OBSERVATIONS:

1. Nearly half the total sample (46%) reported having personally known an abused woman.
2. Women report a higher rate of personal knowledge of abused women (51%) than men (38%).
3. The 25-35 age group has the highest rate (61%) of personal knowledge of an abused woman, followed by the age group 36-50, in which 51% have reported such knowledge.

RESPONDENTS' KNOWLEDGE OF REPORTING BEHAVIOUR IN KNOWN CASES OF WIFE ABUSE

QUESTION: "WERE THE POLICE INFORMED OR DID THEY FIND OUT ABOUT THIS INCIDENT IN ANY WAY?"

NO ____
DON'T KNOW ____
YES ____ WHO TOLD THEM?
RESPONDENT ____
VICTIM ____
SOMEONE ELSE ____
POLICE FIRST TO FIND OUT ABOUT IT ____
SOME OTHER WAY ____
SPECIFY _____

RESPONSE:

Table 4

Respondents' Knowledge of Reporting Behaviour in Known Cases of Wife Abuse.

Police Informed	Known Cases	Percentage of Known Cases
Yes	93	36%
No	138	54%
Don't Know	27	10%
N	258	

OBSERVATIONS:

1. According to responses, the majority of cases were <u>not reported</u> to the police (54%).
2. Only 8% of respondents who personally knew an abused wife reported to the police.
3. The most frequent reason given by respondents for not reporting was fear of reprisals (38%). Other frequently mentioned reasons were: Believed it was a personal matter (24%); Did not want to get involved (12%); The issue was too embarrassing (10%).

RESPONDENTS' ESTIMATES OF THE NUMBER OF WOMEN INVOLVED IN ABUSIVE RELATIONS

QUESTION: "WHAT IS YOUR BEST ESTIMATE OF THE NUMBER OF WOMEN WHO ARE MARRIED OR HAVE COMMON-LAW RELATIONSHIPS WHO HAVE BEEN ABUSED BY THEIR HUSBANDS?"

MOST	MANY	SOME	FEW	VERY FEW	NONE	DON'T KNOW
1	2	3	4	5	6	8

RESPONSE:

Table 5

Respondents' Estimates of the Number of Women Involved in Abusive Relations for Overall Sample and By Sex.

Estimates of Prevalence*	Overall Sample	Men	Women
High	34%	25%	40%
Moderate	43%	43%	44%
Low	23%	32%	16%
N	512	229	283

*High estimate included those who answered most or many women. Moderate estimate included those who answered some women. Low estimate included those who answered few, very few, and no women.

OBSERVATIONS:

1. 77% of the sample estimate a moderate to high number of women involved in abusive relations.
2. Women's estimates are consistently higher than men's; 68% of men and 84% of women estimate moderate to high numbers of women involved in abusive relations.
3. If public perception of the pervasiveness of wife abuse is based upon such estimates, our findings suggest that wife abuse is seen as a pervasive social problem.

RESPONDENTS' ESTIMATES OF THE FREQUENCY OF ABUSE EVENTS IN AN ABUSIVE RELATIONSHIP

QUESTION: "IN THOSE RELATIONSHIPS WHERE WIFE ABUSE DOES TAKE PLACE, HOW OFTEN DO YOU THINK THIS ABUSE OCCURS?"

FREQUENTLY	1
OCCASIONALLY	2
RARELY	3
DON'T KNOW	8

RESPONSE:

Table 6

Respondents' Estimates of the Frequency of Abuse Events in an Abusive Relationship for Overall Sample and By Sex.

Response	Overall Sample	Men	Women
Frequently	44%	38%	48%
Occasionally	48%	49%	47%
Rarely	9%	13%	5%
N	506	233	273

OBSERVATIONS:

1. The majority of the respondents (92%) estimated a high to moderate frequency of abusive events in an abusive relationship. Less than 10% of the sample estimated that such events were rare or unusual occurences.
2. Respondents' estimates of frequency seem to concur with expert opinion that abusive behaviour is recurrent and habitual.
3. If we combine the respondents' estimates of the prevalence (see Table 5) and the frequency of abuse as a measure of their perception of the seriousness of the issue, results suggest that the respondents viewed wife abuse as a serious and pervasive social problem.

RESPONDENTS' KNOWLEDGE OF AGENCIES WHICH HELP ABUSED WOMEN

QUESTION: "DO YOU HAPPEN TO KNOW OF AGENCIES OR GROUPS AN ABUSED WIFE CAN TURN TO FOR HELP?"

YES ____
NO ____
DON'T KNOW ____

RESPONSE:

Table 7

Percentage of Respondents Who Know of Agencies Which Help Abused Women for Overall Sample and By Sex.

Response	Total Sample	Men	Women
Yes	54%	46%	60%
No	46%	54%	40%
N	541	239	302

OBSERVATIONS:

1. The majority of the respondents do know of some agencies which will assist wife abuse victims.
2. Women's knowledge of such agencies is greater than men's.

SAMPLE DESIGN

POPULATION

The 1984 Winnipeg Area Study population universe was designated as all dwelling units that were listed in the 1982 assessments file for the City of Winnipeg.

SAMPLING

A simple random sample of 741 households was selected for interviewing from a computerized list of addresses compiled by the City Planning Department, City of Winnipeg, for the 1982 assessment. The household was the primary sampling unit. Within the household the gender of a respondent was predesignated by a random procedure in order to obtain a representative sample of men and women. Eligible respondents were between 18 and 80 years of age.

A sample size of 573 for a population of 220,000 households provides an error level of 4.1 percent, 19 times out of 20. This level of precision is comparable to the Gallup Poll, and is the standard of scientific precision in survey research. Refusals were 22.6 percent.

To assess representativeness, gender, income, age, and household size are compared to what is known about the population of Manitoba from secondary sources such as the 1981 census and the 1982 tax files. The sample proves to be reasonably representative of the Winnipeg population. Where significant differences appear* weighting may be applied if it is judged appropriate.

*The sample is over-represented in the 25-44 age group, and in households consisting of 4-5 persons. The sample is under-represented in the 45-64 and 65+ age levels and households consisting of 1 person.

APPENDIX IIID

MCWA CRISIS LINES
(STATISTICS)

MONTH	P	WINNIPEG				RURAL				MTHLY TOTAL	ACCUM TOTAL	TOTAL COUNS
		I	C	R	TOTAL	I	C	R	TOTAL			
April	1-2	25	21	26	35	1	1	2	3	38	38	22
May	3-5	45	41	47	67	10	3	4	11	78	116	44
June	6-10	75	102	72	147	7	5	6	8	155	271	107
July	11-16	79	103	45	152	13	3	1	17	169	440	107
August	17-22	55	102	63	150	7	13	11	19	169	609	115
Sept.	23-26	87	50	54	94	6	5	5	7	101	710	55
Oct.	27-32	143	106	73	184	6	4	4	6	190	900	110
Nov.	33-37	65	88	62	115	13	11	16	16	131	1031	99
Dec.	38-42	61	102	47	131	4	-	2	4	135	1166	104
Jan.	43-45	12	75	19	88	7	-	4	7	95	1261	75
Feb.	46-50	29	124	74	102	-	2	2	2	142	1403	126
March	51-54	13	97	58	108	1	2	2	3	111	1514	99
April	55-59	73	95	53	135	11	6	3	13	148	1662	101
									116			

APPENDIX IIIE

Session	Application Received	Inter-viewed	2nd Interview	Accepted	Self-screen Prior To Training	Entered Training	Self-screen in Training	Screened in Training	Screened Post Training	Referred to Public-Speaking or Advocacy	Rural Female	Dropped Out Prior to 6 Months	Fulfilled 6 Months	+6 to -10 Months	+10 Months
Spring 83	59	52	2	36	2	34	7			3	1	4	19	11	6
Summer 83	51	44	1	28	6	22	4	4		1		1	12	9	8
Fall 83	46	44	1	27	6	21	4	1		1		1	14	12	
Winter 84	51	47	3	28	28		1	2	2	3	4	1	16		

Crisis line - volunteers remaining from each training

	March 83	Summer 83	Fall 83	Winter 83	Total
Active	5	6	13	16	40
Leave of Absence	1	2	4		7

APPENDIX IIIF

M.C.W.A. TRAINING SCHEDULE - FALL SESSION

October 24 7:00 p.m. - 10:00 p.m.
Westminster United Church
Lecture Hall

7:00 - 7:20 Introduction - Linda
7:20 - 7:30 General Introduction
7:30 - 7:50 Confusion! and break into Dyads - "A time I felt powerless".
7:50 - 8:20 Dyads to join in groups of 6 - 8, depending on number of trainers, to discuss their feelings re powerlessness. Introduction to small groups.
8:20 - 8:30 Coffee
8:30 - 8:45 Cathie
8:45 - 9:00 Maxine
9:00 - 9:15 Laura
9:15 - 9:50 Expectations - Large group Expectations listed on flip chart.

October 26 6:30 p.m. - 10:00 p.m.
Westminster United Church
Library

6:30 - 6:45 Small group, checking in This group to have no set membership or leader.
6:45 - 9:45 Communication skills - Roz
9:45 -10:00 Small group - regular

October 29 9:00 a.m. - 4:30 p.m.
Westminster United Church

9:00 - 9:15 Checking in
9:15 -12:00 Communication Skills - Roz
12:00- 1:30 Lunch
1:30 - 3:30 Native Awareness
3:30 - 4:15 Self-care Discussion and what we do for ourselves.
4:15 - 4:30 Regular small group.

October 31 6:30 p.m. - 10:00 p.m.
Westminster United Church
Lecture Hall

6:30 - 6:45 Checking in
6:45 - 9:45 Communication Skills - Roz
9:45 -10:00 Regular small group.

November 2 6:30 p.m. - 10:00 p.m.

6:30 - 6:45 Checking in
6:45 - 9:45 Communication Skills - Roz
9:45 -10:00 Regular small group.

November 5 9:00 a.m. - 4:30 p.m.

9:00 - 9:15 Checking in
9:15 -10:15 Wife Abuse Introduction
10:15-12:00 Crisis Intervention Theory and Technique, Model Role Play - Bernice, Deena(?) Linda.
12:00- 1:30 Lunch
1:30 - 3:15 Role Play Introduction and Practise (2 role plays).
3:15 - 4:15 Telephone Counselling, Pros and Cons.
4:15 - 4:30 Regular small groups.

APPENDIX IIIF (Continued)

November 7 6:30 p.m. - 10:00 p.m. Westminster United Church Lecture Hall	6:30 - 6:45	Checking in
	6:45 - 7:45	Role Play #1. Role play partners trade off roles next session.
	7:45 - 8:00	Coffee
	8:00 - 8:15	Brainstorm. Physical and Non-physical Abuse.
	8:15 - 9:00	Continuum
	9:00 - 9:30	Large Group
	9:30 -10:00	Regular small group
November 9 6:30 p.m. - 10:00 p.m. Westminster United Church Lecture Hall	6:30 - 6:45	Checking in
	6:45 - 7:45	2nd Role Play
	7:45 - 9:45	Jule speaks
	9:45 -10:00	Regular small group
November 14 6:30 p.m. - 10:00 p.m. Westminster United Church Gymnasium	6:30 - 6:45	Checking in
	6:45 - 7:45	1st Role Play
	7:45 - 9:45	Laura speaks If she ends early-Vol. Recognition
	9:45 -10:00	Regular small group
November 16 6:30 p.m. - 10:00 p.m. Westminster United Church Lecture Hall	6:30 - 6:45	Checking in
	6:45 - 7:45	2nd Role Play
	7:45 - 9:45	Jule speaks
	9:45 -10:00	Regular small group
November 21 6:30 p.m. - 10:00 p.m. Westminster United Church Library	6:30 - 6:45	Checking in
	6:45 - 9:45	Legal Panel
	9:45 -10:00	Regular small group
November 23 6:30 p.m. - 10:00 p.m.	6:30 - 6:45	Checking in
	6:45 - 7:45	Role Play #1
	7:45 - 9:45	The Abuser - Rick Stordeur
	9:45 -10:00	Small group
November 26 9:00 a.m. - 4:30 p.m. Westminster United Church Lecture Hall	9:00 - 9:15	Checking in
	9:15 -10:15	Role Play #2
	10:15-12:00	Alcoholism - Bernice
	12:00- 1:30	Lunch
	1:30 - 2:30	Role Play #1
	2:30 - 3:30	Rural Women - Kim
	3:30 - 4:15	Self-care. If no wedding, chapel for relaxation exercise.
November 28 6:30 p.m. - 10:00 p.m. Westminster United Church Lecture Hall	6:30 - 6:45	Checking in
	6:45 - 7:45	Role Play #2
	7:45 - 9:45	Sexual Assault - Bernice and Linda.
	9:45 -10:00	Regular small group.

APPENDIX IIIF (Continued)

November 30 6:30 p.m. - 10:00 p.m.

Westminster United Church
Lecture Hall

6:30 - 6:45	Checking in
6:45 - 8:00	Pitfalls of Counselling
8:15 - 9:30	Debriefing
9:30 -10:00	Regular small group. Intro to goodbye.

December 3 9:00 a.m. to whenever

Children's Home

9:00 - 9:15	Checking in
9:15 -10:30	Family Dynamics
10:30-11:30	Effect on Children-Cornelia
11:30 -	Concerns and Questions. Pot luck lunch and goodbye.

APPENDIX IIIG

SOCIAL SERVICE AGENCY INTERVIEWS

Individual	Position	Agency
John Brierre	Clinical Director	Klinic
Steve Moscovitch	Counsellor	Family Services
Jean McRae	Direct	Osborne
Bernie Dionne	Staff	Victim Services Program
Julie Henderson	Clinical Consultant for MCWA	Children's Home
Dorothy Hill	Director	Portage Women's Shelter
Marlene Bertrand	Director	Westman Women's Shelter
Judy Box	Director	The Pas Women's Shelter
Eunadie Johnson	Director	Thompson Crises Centre
Jude MacGowan	Staff	Flin Flon Crises Center

SECTION IV

PROPOSAL FOR PHASE II EVALUATION OF THE MANITOBA COMMITTEE ON WIFE ABUSE

INTRODUCTION

One of the objects of the Phase I evaluation was to develop a proposal for the second phase based upon greater familiarization with the committee and its programs. Throughout our report we have identified areas requiring further research, in this proposal we will outline how we plan to proceed with such research.

Based on the results of our first inquiry we propose that the original research design for Phase I, with some extension and additional survey research is adequate to the goals of the second phase. In addition to following-up the areas identified for future research, there will be a greater emphasis upon data gathering in the rural area to permit more rural-urban comparisons. In order to facilitate this emphasis and a more intensive study generally we will extend the proposed research time and expand the size of the research team. Otherwise, our current proposal is very similar to the Phase I proposal.

in What area.

In keeping with the developmental thrust of the evaluation our research goals are two-fold: First, to compile a broad range of data on wife abuse to assist in the program planning of the committee. Secondly, to assess the committee's performance in meeting the objectives that they have identified. In pursuit of these goals, we have outlined a number of discrete research areas.

TARGET AREAS

1. Assessment of the committee's liaison with the Justice System.
2. Rural Need - Rural Development Assessment.
3. General Program Development and Operation:
   a) assessment of the education program;
   b) assessment of the co-ordination/liaison component of the program;
   c) assessment of the service delivery component of the program; and
   d) assessment of the overall structure and operation of the committee.

I. ASSESSMENT OF THE COMMITTEE'S LIAISON WITH THE JUSTICE SYSTEM

PREAMBLE

The recent debate about the judicial processing of wife abuse cases has opened up new opportunities for liaison and professional development with the judiciary. On the basis of its earlier liaison work, the committee is in a position to play an important advisory or consultant role in developing constructive strategies for coping with the problem of 'victim testimony' as well as facilitating a counselling referral system. Because the accomplishment of a separate court for domestic violence was but a first step in developing a positive judicial response to the new directive liaison with the justice system remains high on the committee's agenda.

The committee's concern with the judicial processing of wife abuse cases encompasses the rural area, as well as Winnipeg. Our report results suggest some interesting differences between the Winnipeg and rural procedures at the police, prosecutorial and court level. Our greater attention to rural data should help to clarify the cause and significance of these differences.

COMMITTEE OBJECTIVES

1. To encourage police cooperation to insure that at the time of intervention the victim will be informed of the committee and other support systems.
2. To inform attorneys and judges of existing social services and resources in the community.
3. To work towards expanding services to facilitate the disposition of cases, specifically the development of a network of counselling services for domestic violence cases.
4. To encourage and facilitate the court's consideration of a therapeutic rather than punitive resolution where appropriate and to provide attorneys and judges with information concerning the effectiveness of a therapeutic intervention.

EVALUATION OBJECTIVES

1. Assessment of committee liaison with police, Crown Attorneys and judges.

2. Assessment of committee work in coordinating a network of counselling services.
3. Monitoring police and court records for acquisition of data concerning charges, procedures and disposition.

PROCEDURE

1. A comparative examination of Winnipeg court and police records with the Central Rural Region records.
2. Survey interviews of Winnipeg police officers and RCMP police officers, sampling procedures are yet to be determined as we are currently in negotiations with the Winnipeg Police Department and the RCMP to explore the possibility of a total sample.
3. Examination of the RCMP detachment reports on wife abuse.
4. Selective court monitoring in Court 3F.
5. Selective interviews with representatives from police, Crown Attorney's office and judges to determine their awareness of and attitudes towards committee initiatives.
6. Selective interviews with counsellors involved in domestic violence counselling programs.

II. RURAL NEED - RURAL DEVELOPMENT ASSESSMENT

EVALUATION OBJECTIVES

1. Assessment of rural support services for clients.
2. Description of committee initiated educationals and program development activities.
3. Assessment of staff deployment to the rural area generally and to the specific tasks of peer networking and developmental liaison.
4. Maintain contact with programs and shelters for wife abuse victims in centers outside of Winnipeg to observe their response to and assessment of their new involvement with the committee.

PROCEDURE

1. On-site interviewing of community members, professional and volunteer, involved in program development and/or educationals with the assistance of the committee. A sample of communities will be selected on the basis of two criteria: (1) region, and (2) stage of service development within the community.
2. Accompanying the rural coordinator on a number of visits to become familiar with her schedule, approach and procedures in various communities.
3. Interviewing key personnel working in shelters for abuse victims in centers outside of Winnipeg (Thompson, Dauphin and Brandon).
4. Collection and analysis of staff work records to assess the appropriateness of the current deployment of personnel in rural and urban areas.
5. Utilization of survey questionnaires to be sent to a selection of rural communities, chosen on the basis of presence or absence of crises centers, wife abuse committees, and other social service resources. Sampling will be based upon those communities which have had some contact with the committee and questions will be designed to determine the nature and the outcome of these contacts.
6. In-person interviewing of relevant hospital personnel in the rural and northern hospitals which have piloted the new Medical Protocol on Wife Abuse developed by the committee.

III. GENERAL PROGRAM DEVELOPMENT AND OPERATION

EVALUATION OBJECTIVES

1. Assessment of the education program.
2. Assessment of the co-ordination/liaison component of the program.
3. Assessment of the service delivery component of the program.
4. Assessment of the overall structure and operation of the committee.

PROCEDURE

1. In assessing the education program, we propose to continue participation in the Winnipeg Area Study as an ongoing measure of the impact of the public education thrust of the program. In addition, we suggest that the same questions be run on the Edmonton Area Study to permit a comparison with a community which has had less exposure to the issue of wife abuse. Further, we will continue our practice of attending public educationals sponsored by the committee, interviewing staff and analyzing staff work reports and files. Our assessment of the professional development component will be based upon personal interviews with key professionals working with the committee, for example the teachers involved in developing the teaching manual on wife abuse, the medical personnel working in hospitals which piloted the Medical Protocol on Wife Abuse, etc. Finally, we will be sending out questionnaires to a number of social service agencies, both rural and urban to test, among other things, the impact of the committee's professional development programs*

*We propose to develop one questionnaire to be sent to rural and urban agencies, which will be designed to determine the respondent's knowledge of the committee and its programs, their exposure to professional development programs of MCWA and their assessment of the efficacy of the committee's networking role and overall program. A separate sheet may be included specifically for rural respondents to address their particular concerns and the extent to which they are being met by the committee's rural program. Sampling will be done from lists of provincial social service agencies within and outside of Winnipeg, as well as, lists of contact people from the 57 communities in which the committee has been active. We are anticipating a list of approximately 200 urban names and 300 rural.

2. Our assessment of the committee's co-ordination/liaison function will be based upon two interview procedures. First, open-ended, in-person interviewing with a select number of key agencies, especially those identified in the first inquiry as concerned about this aspect of the committee's program, in addition to staff assigned liaison tasks. Secondly, a survey questionnaire mailout to a large number of urban and rural agencies to test their knowledge of the committee's program and their assessment of the committee's liaison work.

3. Procedures for assessing the service delivery components of the program may vary according to changes or developments in this area. The procedure we will definitely continue with is in-person interviewing of all involved staff and compilation of their monthly work records and statistic sheets. In addition, we will be carrying on more systematic interviewing of volunteers and possibly developing a questionnaire to solicit their responses concerning working condition, policies and programming of the committee. If in-person counselling programs or advocacy programs (which permit identification of clientele) continue, we will develop procedures for follow-up interviews with former clients. Given the small number of clients, to date, we anticipate that in-person interviewing would be our preferred procedure. If women's support groups continue, we will examine the possibility of distributing questionnaires to the clients.

4. Our assessment of the overall structure and operation of the committee will be based on detailed interviewing of staff, board members and volunteers. Further, attendance as an observer at planning and policy meetings will be continued. Finally, analysis of data from the questionnaires, the Winnipeg and Edmonton Surveys, in-person interviews, staff records and court records should combine to give us an overall picture of the progress of the committee and its ability to balance the diverse components of its program.

SCHEDULE

Overall, the second phase, as outlined above, will take 55 weeks to complete. The justice systems assessment conducted by two research assistants (one urban and one rural) will require 40 weeks as outlined in the budget. The extensive interviewing involved in the assessments of parts II and III will be spread out over a 50 week period, permitting follow-up interviews when necessary. While analysis and write-up will occur throughout the process, our experience with the Phase I report suggests that five weeks should be set aside for the preparation of the final report. A completion date 55 weeks after the signing of the contract between the University of Manitoba and the Solicitor General's office can be committed.

DETAILED BUDGET

Research Assistants

1. Research Assistant to collect data from police and court records and selectively monitor court 3F 12 hours per week @ $9.00 per hour for 40 weeks	$ 4,320.00
2. Research Assistant to collect data from police and court records and selectively monitor the court for the Central Rural Region, Manitoba 12 hours per week @ $9.00 per hour for 40 weeks	4,320.00
3. Research Assistant to assist in the development, distribution and collection of questionnaires to Winnipeg police, the RCMP, rural agencies and urban agencies 12 hours per week @ $9.00 per hour for 40 weeks	4,320.00
	$12,960.00
13% Benefits	1,684.00
	$14,644.00

Principal Investigator

1. Supervision of research assistants 10 days @ $200.00 per day	$ 2,000.00
2. Rural interviewing 10 days @ $200.00 per day	2,000.00
3. Urban interviewing 10 days @ $200.00 per day	2,000.00
4. Data analysis 10 days @ $200.00 per day	2,000.00
	$ 8,000.00

City Surveys

1. Winnipeg Area Study 9 questions @ $400.00 per question	$ 3,600.00
2. Edmonton Area Study 9 questions @ $400.00 per question	3,600.00
	$ 7,200.00

Travel

1. A northern trip to three or more communities (5 days)	
- return air fare	$ 300.00
- car rental	200.00
- hotel and lodging for 5 days @ $75/day	375.00
2. Travel in southern Manitoba - car rental and meals	325.00
	$ 1,200.00

Surveys

Police (Winnipeg, RCMP) (n=1,000)
(assume initial mailout by agency).

1. Mail return .64 x 1,000	$ 640.00
2. Envelopes @ .08 each x 1,000	80.00
3. Duplication	100.00
	$ 820.00

Rural and Social Service Agencies

1. 1st mailout .64 x 600	$ 384.00
2nd mailout (post card) .32 x 400	128.00
Reminder of questionnaire .64 x 200	128.00
2. Return mail .64 x 600	384.00
3. Envelopes @ .08 each x 600	48.00
4. Duplication	80.00
	$ 1,152.00

Court Statistics (Winnipeg and Central Region)

1. Data entry and verification 32 hours @ $10.00 per hour	$ 320.00
2. Analysis	900.00
	$ 1,230.00

Miscellaneous

1. Typing (final report and questionnaire) 110 hours @ $9.50 per hour	$ 1,045.00
2. Telephone	500.00
	$ 1,545.00

Overhead

1. 30% University Overhead on $34,591.00	$10,377.30
2. 2% University Overhead on $1,200.00 (Travel and Subsistance)	24.00
	$10,401.30

$46,192.30

SUMMARY BUDGET

Research Assistants	$14,644.00
Principal Investigator	8,000.00
City Surveys	7,200.00
Travel	1,200.00
Surveys	820.00
Rural and Social Service Agencies	1,152.00
Court Statistics	1,230.00
Miscellaneous	1,545.00
	$35,791.00
University Overhead of 30% on $34,591.00	10,377.30
University Overhead of 2% on $1,200.00	24.00
	$46,192.30